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INDEX TO TITLES AND AUTHORS

Volume 101—July to December, 1940
Abbreviations: (Ed.) Editorials; (N) News

Month	Page
AARON, SADIE—Laboratory Classes in Reading in the Senior High School.....	October 45
Activities in Nashville, Tenn., (N).....	December 64
Additional Vocational Education, (N).....	July 63
Adequate Facilities for Musical Achievements, C. J. Daithorp.....	October 44
Adrian High School, Adrian, Mich.....	October 51
Adult Education Centers, T. E. Dunsee.....	October 58
ANDERSON, E. J.—How Maine Township High School Obtained a Fifty Per Cent Reduction in Fire-Insurance Rates.....	September 25
ANDERSON, EDNA—To What Extent Is a School Board Responsible for a Good School?.....	August 38
ANDREWS, S. M.—Speaking of Textbook Fees.....	October 46
Applied Plant Research and Its Importance to Costs and Personnel, D. E. McGrath.....	November 51
Appraisal of School Property, The, C. W. Oakey.....	October 39
Are You Listening?, O. O. Royer.....	July 40
ASFAHL, W. D.—The School Board Adopts a Salary Schedule.....	September 29
Athletic-Accident Insurance in Michigan, (N).....	October 92
Athletic Program in Hazleton, (N).....	November 70
At the Grass Roots in School Administration, M. M. Chambers.....	November 17
Austin Insurance Plan, The, (N).....	November 74
Awarding School Contracts to the Lowest Bidder, (Ed.).....	August 52
BABCOCK, C. L.—The President Outlines the Board's Job and Policies.....	August 47
BARNES, H. E.—The Social Responsibility of Boards of Education.....	October 45
Bartlesville Senior High School and Junior College, Bartlesville, Okla.....	August 39
Basketball Backboard, H. V. Porter.....	October 66
BAUER, ALEXANDER H.—The Gaenslen School for Physically Handicapped.....	July 41
BELL, J. W.—Public Relations in High Schools.....	November 29
Better Coal Purchases, (N).....	November 97
Better Lighting in the Reading Schools, (N).....	November 74
Better Reporting Plan in Allegan, Mich., A, (N).....	August 69
Better Teaching Through Motion-Picture Equipment, J. E. Hansen.....	July 39
BIRCH, C. E.—The School-Board Member Nobody Wants.....	July 27
BLODGETT, A. B.—Managing a Board of Education.....	October 25
BROWN, R. R.—Child Feeding With Surplus Foods.....	November 56
Building for the 6-4-4 Plan in Bartlesville, H. E. Wrinkle.....	August 39
Building Up a Remedial Reading Program, H. L. Stearns.....	October 38
BUNN, P. C.—A Code for the Good American.....	November 32
BURKHARDT, ALLEN P.—He Who Would Command.....	December 31
BURT, VINTON—A Superintendent's Check List.....	September 52
California School Trustees Meet in San Diego.....	November 67
CAMERON, DONALD—Color in the Classroom.....	November 20
Can the Superintendent Lighten the Burden of Board Members?, (Ed.).....	December 54
Career Service in Public School Business Administration, L. M. Thurston.....	November 51
Care of Athletic Fields, The, W. M. Councill.....	November 49
CHAMBERS, M. M.—At the Grass Roots in School Administration.....	November 17
Chaos in School Accounting Theory, L. H. Lyon.....	October 56
Cheyenne Single-Salary Schedule, The, (N).....	November 76
CHILD, ELEANOR D.—How Greenwich Manages Its School Films.....	November 47
Child Feeding With Surplus Foods, R. R. Brown.....	November 56
Child Welfare and School Attendance, C. L. Mosher.....	October 21
Chinook High School, Chinook, Mont.....	December 37
City Council Interference with School Board, (Ed.).....	July 55
CLEMONS, S. P.—Regional Planning for School-Plant Operation and Maintenance.....	December 40
CLETTENBERG, J. E.—Plan Your Painting Program.....	July 56
Closing Schools.....	July 60
Code for the Good American, A, P. C. Bunn.....	November 32
Colorado School-Board Association, (N).....	December 63
Colored Chalk and School Crayons, (N).....	October 92
Color in the Classroom, Donald Cameron.....	November 20
Committees Eliminated by New York School Board.....	July 60
Conserving Education Resources, Henry Weitz.....	September 30
Cooperate in Religious Education, (N).....	July 68
Cooperation Between Schools and Industry, A. M. McCullough.....	October 43
Cooperation vs. Competition in School Finance, H. E. Dewey.....	July 19
Cooperative Buying in California, G. L. Yelland.....	November 51
Cost of Short-Term Borrowing, The, W. A. Eggert.....	September 28
COUNCELL, W. M.—The Care of Athletic Fields.....	November 49
COWEN, P. A.—Issues Involved in Enlarging School Administrative Units.....	August 19
COWEN, P. A.—Stabilization of Teachers' Salaries.....	August 27
COXE, W. W.—Issues Involved in Enlarging School Administrative Units.....	August 19
DALTHORP, C. J.—Adequate Facilities for Musical Achievements.....	October 44

Month	Page
DALTHORP, C. J.—The Library Is a Study Room.....	August 33
Dayton Schools Reorganized, (N).....	September 62
Democracy and School Life, H. C. Hawk.....	September 19
Democracy in Administration, (Ed.).....	July 54
Democracy Topic at New York State School Board Meeting, (N).....	December 63
Denman Junior High School, San Francisco, Calif.....	December 40
Development of a Handbook on the Standardization of School Supplies and Their Procurement, The, C. S. Verge.....	November 50
DEWEY, H. E.—Cooperation vs. Competition in School Finance.....	July 19
DICKEMAN, F. A.—High-School Mathematics and the Eighty Per Cent.....	September 41
Disintegrating Forces of National Unity, J. R. Huffman.....	October 20
Division of Labor for Administration, A, C. L. Worth.....	November 43
DRAKE, CHARLES R.—The Minneapolis School Board in Action.....	July 53
DUNNAN, D. W.—When Board Members Interfere.....	October 18
DUNSHEE, T. E.—Adult Education Centers.....	October 58
Education for Americanism in 1940-41, C. E. Hagie.....	October 22
Educational Administrator and the Community, The, T. L. Reller.....	August 17
Educational Approaches in the Use of Communication, J. W. Studebaker.....	September 28
EGGERT, W. A.—The Cost of Short-Term Borrowing.....	November 27
EGGERT, W. A.—Short-Term Borrowing for School Purposes.....	July 50
EISENBERG, H. O.—Testing Teachers and Pupils for Tuberculosis.....	October 37
ELLS, M. C.—What Did You Teach Today?.....	September 53
Enforced School-Board Resignations, (Ed.).....	October 50
ENGINEER, A. N.—Water for the School Boiler.....	December 64
Equipping the Classroom as a Learning and Teaching Laboratory, E. E. Lewis.....	January 21
European Turmoil and American School Administration, The, (Ed.).....	October 21
Everett High-School Auditorium, Everett, Wash.....	July 49
Exacting Physical Fitness of Teachers, (Ed.).....	December 21
Expand Activities in Galion, (N).....	October 64
Experience in School Campaigning, Adm'nistrative Organization, J. N. Patterson.....	November 19
Experience in School Campaigning, Conduct of the Campaign, J. N. Patterson.....	July 18
Experience in School Campaigning, Relations with Other Groups, J. N. Patterson.....	July 77
Experiment With Slow-Learning Beginning Children, An. C. A. Hudson.....	July 33
Extracurricular Services of Minneapolis Teachers, (N).....	November 23
Factors in Formulating a Salary Schedule, D. R. Sheldon.....	July 48
Failure of American Educational Philosophy, The, (N).....	July 67
Fire Protection Association Urges Better Fire Protection, (N).....	July 58
Flag Salute Constitutional, (N).....	November 49
Fluorescent Lamps and Lighting.....	November 25
Fluorescent Light for Schools, L. E. Loos.....	July 35
Fundamental Principles of Individualized In-Service Education for Teachers, W. C. Jackman.....	October 41
Gaenslen School for Physically Handicapped, Alexander H. Bauer.....	July 37
GANZEL, DEWEY A.—A Plan for School Budgetary Procedures.....	September 56
Gift to Youth, A, C. W. Peavey.....	December 49
GILLILAND, F. H.—If It Could Be Planned Again.....	September 36
Glassboro Teachers College Improves Classroom Lighting by New Seating Plan.....	September 41
Glen Cove High School, Glen Cove, N. Y.....	September 23
Good School Director, Eleanor C. Pollock.....	December 47
GRACE, ALONZO G.—Principles of State School Administration.....	September 20
Grandfather Soliloquies, (poem).....	August 50
GREEAR, H. L.—Safeguarding the Relationship Between the School Committee and the Superintendent.....	September 51
GREENE, CRAWFORD—Southern States Study Pupil Transportation.....	November 81
Grosse Pointe Reduces Bonded Indebtedness, (N).....	December 39
Guidance Department in Palmyra, N. J., A, (N).....	September 23
Guidance Program at Work, A, S. M. Metzger.....	July 31
Guidance in a Small City, W. A. Kincaid and Dorothy R. Smith.....	December 47
Guiding Principles for the Superintendent of Schools, J. S. Roddy, Jr.	November 24
HAGIE, C. E.—Education for Americanism in 1940-41.....	October 22
HALL, C. C.—Messin' Around With a School Club?.....	August 31
HALL, C. C.—Not in the Professional Literature.....	October 46
HANSEN, J. E.—Better Teaching Through Motion-Picture Equipment.....	July 31
HART, W. G.—The School-Made Film in a Program of Public Relations	September 21
HAWK, H. C.—Democracy and School Life.....	September 21

*Education
Year*

	<i>Month</i>	<i>Page</i>		<i>Month</i>	<i>Page</i>
HAYDIS, HYMAN — What State Schoolhouse Planning Service Can Do for the School Administrator.....	October	26	Maintenance Problems in Baltimore, (N).....	July	67
Health for Defense, (N).....	December	75	Managing a Board of Education, A. B. Blodgett.....	October	25
He Who Would Command, Allen P. Burkhardt.....	December	31	MASON, J. F. — Paterson Trains for National Defense.....	September	49
Helps for Rural School Systems, (N).....	September	49	McCLURE, WORTH — Supervision — The Little Man Who Wasn't There.....	December	25
High-School Mathematics and the Eighty Per Cent, F. A. Dickerman	September	41	McCULLOUGH, A. M. — Cooperation Between Schools and Industry	October	43
HIGLEY, A. H. — A View of Rural Boards of Education.....	December	27	McGRATH, D. E. — Applied Plant Research and Its Importance to Costs and Personnel	November	51
Historical Pageant at Egg Harbor City, N. J., (N).....	August	70	McPHERSON, W. B. — Let's Use NYA	September	18
HOEK, F. G. — The Junior Nurses' Organization.....	August	46	Measuring Results of Guidance Services, L. W. Ross	November	22
HOLY, T. C. — How Research Leads to Economical and Efficient Building Maintenance and Operation.....	August	29	Melcher Retires	August	26
HORST, H. M. — Student Tutors Reduce High School Failures.....	July	51	Messin' Around With a School Club?, C. C. Hall	August	51
Houston Transfer Rules, (N).....	October	83	METZGER, S. M. — A Guidance Program at Work	September	23
How Greenwich Manages Its School Films, Eleanor D. Child.....	November	47	Minneapolis School Board in Action, Charles R. Drake	July	53
How Maine Township High School Obtained a Fifty Per Cent Reduction in Fire-Insurance Rates, E. J. Anderson.....	September	25	Mobilizing the Public School for National Defense, H. B. Mulford	November	16
How Research Leads to Economical and Efficient Building Maintenance and Operation, T. C. Holy.....	August	29	Modern High-School Auditorium — Center of Civic Life, The, R. S. Reed	July	49
How to Review Articles in the School Board Journal, (N).....	November	63	Modern Psychology of Teacher Selection, The, J. M. Lynch	August	31
HUDSON, C. A. — An Experiment with Slow-Learning Beginning Children	July	18	Monett Board Rewrites Insurance, (N).....	July	64
HUFFMAN, J. R. — Disintegrating Forces of National Unity.....	October	20	MOSHER, C. L. — Child Welfare and School Attendance	October	21
HUGGETT, A. J. — Local Purchasing in Small Communities. If It Could be Planned Again, F. H. Gilliland.....	August	45	Movable Furniture Recommended	December	34
Illinois Educational Commission, (N).....	September	56	MULFORD, H. B. — Mobilizing the Public Schools for National Defense	November	16
Implementing the Small High School, T. W. Thordarson.....	August	69	MULFORD, H. B. — Who Should Lead in Times of School Crises?	October	19
Improve Spelling in Princeton, Ill., (N).....	August	34	National Association of Public School Business Officials Meets in Detroit	October	70
Incomes of Teachers and Other Professional Men, The, (Ed.).....	October	64	National Association of Public School Business Officials Holds Successful Convention	November	60
Individual Promotion of Pupils, (N).....	November	53	National Council on Schoolhouse Construction	November	64
In-Service Training for Self-Improvement, (N).....	December	64	National Education Association in Milwaukee	August	54
ISSEKS, MORRIS S. — The Rules of a School Board.....	November	70	National Organizations of School Boards, (Ed.)	August	52
Issues Involved in Enlarging School Administrative Units, P. A. Cowen and W. W. Coxe.....	July	22	Nation-Wide Health Program, A, (N)	November	78
Is There a Substitute for Teachers' Grades?, Ivan H. Linder.....	August	19	Nature and Extent of Terminal Curriculum Offerings in 31 Junior Colleges, F. G. Schultz	October	29
Is Washington to Control Education?, (Ed.).....	July	25	New Academic Freedom, The, (Ed.)	August	52
JACKMAN, W. C. — Fundamental Principles of Individualized In-Service Education for Teachers.....	December	54	New Activities in Coldwater, Mich., (N)	July	63
JACKMAN, W. C. — The Survey in an In-Service Education Program	July	35	New Departures in Teaching Equipment, F. M. Rich	September	43
Janitors Become Engineers, Damon Stetson.....	October	35	New Mexico Safety Record in School-Bus Operation, (N)	September	62
JENNE, ELDON I. — Portland Builds Play Fields	October	42	New Tasks for School Boards, (Ed.)	October	54
JENNINGS, F. G. — Sources of State Support for the Schools.....	December	21	Newton Studies Teacher Training, (N)	November	76
JIMERSON, J. A. — Use of Specifications in Purchasing School Supplies	November	42	New Type of School Building, A, (Ed.)	August	53
JIMERSON, MRS. J. A. — Proceedings of a Pioneer School Board	July	29	New Types of School Surveys, (Ed.)	September	54
Joan of Arc Junior High School, Manhattan, New York City.....	September	20	New York Aids Education in Religion, (Ed.)	December	55
JOHNS, R. L. — Regional Planning for School-Plant Operation and Maintenance	November	75	New York City's Returns to Committee Setup, (N)	November	63
JOHNSON, H. B. — A Program of School Equipment Research	December	40	New York City's Six-Year Building Program, (N)	September	93
JOHNSON, W. H. — Reducing Failure in High School Subjects	November	54	New York City's Survey of Lighting, (N)	September	66
Junior Nurses' Organization, The, F. G. Hoek	October	23	New York School Headquarters	December	52
KEARNEY, N. C. — Tomorrow's House in Order	August	46	Norwood Reorganizes School System, (N)	October	64
KEMPFER, HOMER — Seven Principles for Letters of Recommendation	August	16	Not in the Professional Literature, C. C. Hall	October	40
Kenosha Salary Schedule, (N)	November	21	OKEY, C. W. — The Appraisal of School Property	October	39
KERR, FLORENCE — The WPA School-Lunch Program	July	62	"Off the Record" School-Board Deliberations, (Ed.)	December	54
KINCAID, W. A. — Guidance in a Small City	December	50	On Employing a School Janitor, C. L. Worth	November	31
KLING, MYRTLE E. — A Small Town Cooperative Program	December	47	Organize Visual Education Dealers, (N)	November	97
KOEPFGEN, BEATRICE E. — Serving and Saving Handicapped Children	August	28	Park Improvement Project at Hornell, N. Y., (N)	October	62
Laboratory Classes in Reading in the Senior High School, Sadie Aaron	July	45	Paterson Trains for National Defense, J. F. Mason	September	49
La Crosse Rebuilds Its School Plant, G. M. Wiley	September	33	PATTERSON, J. N. — An Experience in School Campaigning, Administrative Organization	September	21
Lade Elementary School, Ladue, Mo.	October	47	PATTERSON, J. N. — An Experience in School Campaigning, Conduct of the Campaign	October	27
Leaky Masonry Walls, Their Cause and Cure	November	51	PATTERSON, J. N. — An Experience in School Campaigning, Relations With Other Groups	November	19
LEMEL, W. H. — Steps in Inaugurating Compulsory Retirement in Highland Park, Mich.	July	32	PEAVEY, C. W. — A Gift to Youth	August	35
Let's Use NYA, W. B. McPherson	September	18	Peoria Flag Salute Rule, (N)	December	64
LEWIS, E. E. — Equipping the Classroom as a Learning and Teaching Laboratory	December	29	Physical Education Program in Kalamazoo, (N)	December	75
Liability for Injury in School-Bus Transportation, H. H. Punke	September	38	Plan for School Budgetary Procedures, A, Dewey A. Ganzel	July	37
Library Is a Study Room, The, C. J. Dalthrop	August	33	Plan Your Painting Program, J. E. Clettenberg	July	56
Lincoln Elementary School, Mount Vernon, Wash.	September	33	Popular Education, Local and National, (Ed.)	October	54
LINDER, IVAN H. — Is There a Substitute for Teachers' Grades?	July	25	PORTER, H. V. — New Basketball Backboard	October	66
LINN, H. H. — Selection of School-Building Service Employees	November	49	Portland Builds Play Fields, Eldon I. Jenne	December	21
Local Purchasing in Small Communities, A. J. Huggett	August	45	Portland Financial Situation, (N)	December	66
LONG, R. V. — Standards of Building Construction and Specifications Affecting Maintenance	November	54	Practical Problems of Acoustics, The, H. W. Schmidt	November	58
LOOS, L. E. — Fluorescent Light for Schools	November	25	President Outlines the Board's Job and Policies, C. L. Babcock	August	47
Lorain Centralizes Industrial Arts	December	43	Presidents of School Boards, The, (Ed.)	August	53
LYNCH, J. M. — The Modern Psychology of Teacher Selection	August	31	Principles of State School Administration, Alonzo G. Grace	December	19
LYON, L. H. — Chaos in School Accounting Theory	October	56	Proceedings of a Pioneer School Board, Mrs. John A. Jimerson	September	20
MAAR, L. F. — School Fire Protection — A Business Necessity	December	51	Program of Safety Education in Oneonta, (N)	October	92
			Program of School Equipment Research, A, H. B. Johnson	November	54
			Progress in Lowellville, Ohio, (N)	October	62
			Public Relations in High Schools, J. W. Bell	November	29
			Public Schools and Public Utilities, The, (Ed.)	September	54
			PUNKE, H. H. — Liability for Injury in School-Bus Transportation	September	38
			Pupil-Participation in the Selection of Content and Procedure, T. H. Schutte	December	18
			PUTNAM, ROGER L. — Springfield Plan of Adult Trade Education	December	48

Month	Page	Month	Page
Qualifications of Administrators in Virginia, (N).....	August 70	STUDEBAKER, J. W.—Educational Approaches in the Use of Communication	September 50
Qualities of a Good School Officer, M. E. Williams.....	August 25	Student Tutors Reduce High School Failures, H. M. Horst.....	July 51
Question of State Control Versus Home Rule, (Ed.).....	September 55	STOUFFER, S. M.—Wilmington Develops Its School Health Program	December 3
Reading Clinic in Woodbury, (N).....	September 63	Substitute Teacher in the Progressive School, The, Elizabeth B. Telfer	October 34
Reading Tests in Rock Island, (N).....	September 63	Study of Playground Surfacing, A.....	December 55
Reducing Failure in High School Subjects, W. H. Johnson.....	October 23	Superintendent's Check List, A, Vinton Burt.....	September 52
Reducing Textbook Replacements, L. L. Sheeley.....	October 60	Superintendent Looks at Speech, The, L. A. White.....	December 35
Redwood Falls Maintains High Efficiency of the Schools, (N).....	August 77	Superintendents I Have Met.....	December 24
REED, R. S.—The Modern High-School Auditorium—Center of Civic Life.....	July 49	Supervision — The Little Man Who Wasn't There, Worth McClure	December 23
REED, S. P.—The Relation of the School Board to the Classroom.....	August 81	Survey in an In-Service Education Program, The, W. C. Jackman	October 35
Regional Planning for School-Plant Operation and Maintenance, S. P. Clemons and R. L. Johns.....	December 40	Swimming Pool at Nelsonville, Ohio, (N).....	July 60
Relation of the School Board to the Classroom, The, S. P. Reed.....	August 81	Task of the Schools, The, (Ed).....	October 54
RELLER, T. L.—The Educational Administrator and the Community	August 17	Teachers and Military Service, (Ed).....	November 53
RICH, F. M.—New Departures in Teaching Equipment.....	September 43	Teachers' and Administrators' Liability for Accidents, H. N. Rosenfield	August 23
RODDY, J. S., JR.—Guiding Principles for the Superintendent of Schools	November 24	Teachers Cited for Devotion to Duty, (N).....	July 70
ROSENFIELD, H. N.—Teachers' and Administrators' Liability for Accidents.....	August 23	Teacher Selection Assumes Increased Importance, C. O. Williams	August 21
ROSS, L. W.—Measuring Results of Guidance Services.....	November 22	Teacher-Tenure Legislation	December 32
Routine of School Administration, The, (Ed).....	July 54	TELFER, ELIZABETH B.—The Substitute Teacher in the Progressive School	October 34
ROYER, O. O.—Are You Listening?.....	July 40	Test, A, (Ed).....	July 58
Rules for Religious Classes in New York, (N).....	August 69	Testing Program in Cuyahoga Falls, A, (N).....	November 45
Rules for Religious Observance and Education, (N).....	September 80	Testing Teachers and Pupils for Tuberculosis, H. O. Eisenberg	July 50
Rules of a School Board, The, Morris S. Isseks.....	July 22	THOMPSON, L. O.—School Toilet Sanitation	August 49
Rural-School Problem, The.....	August 18	THORDARSON, T. W.—Implementing the Small High School	August 34
Safeguarding the Relationship Between the School Committee and the Superintendent, H. L. Greear.....	August 50	THRUSTON, L. M.—Career Service in Public School Business Administration	November 51
St. Louis and Kansas City, (Ed).....	July 54	Toilet Partition Standards, (N).....	November 91
San Antonio School Board Rewrites Insurance, (N).....	July 60	Tomorrow's House in Order, N. C. Kearney	August 14
SCHMIDT, H. W.—The Practical Problems of Acoustics.....	November 58	To What Extent Is a School Board Responsible for a Good School? Edna Anderson	August 38
School Board Adopts a Salary Schedule, The, W. D. Asfahl.....	September 29	Trade Schools Train for National Defense, (N).....	July 77
School-Board Member Nobody Wants, The, C. E. Birch.....	July 27	Traffic Regulations for Fire Drills, (N).....	December 64
School Boards Have Third National Convention.....	December 58	Trends in Pupil Transportation	November 49
School Building Consolidation Pays.....	October 66	Two-Year Promotion Plan in New York City, (N).....	September 64
School-Building Maintenance Clinic, A, N. E. Viles.....	August 48	Undesirable Board Member, The, (Ed).....	December 51
School Business Ethics.....	July 56	Unknown School-Board Member, The, (Ed).....	November 51
School Excursions in Shorewood, (N).....	November 70	Upjohn Orthopedic School, Kalamazoo, Mich.	July 41
School Fire Protection — A Business Necessity, L. F. Maar.....	December 51	Use of Specifications in Purchasing School Supplies, J. A. Jimerson	July 21
School-Made Film in a Program of Public Relations, W. G. Hart	September 26	Using the Schools for Projects and Propaganda, (Ed).....	October 54
School-Plant Management During the Vacation Period.....	August 37	Vermont School Directors Meet in Montpelier, (N).....	December 60
School Rate Survey Ordered, (N).....	July 60	View of Rural Boards of Education, A, A. H. Higley	December 21
School Toilet Sanitation, L. O. Thompson.....	August 49	Virden Combines Tax and Activity Funds	December 30
School Training Program for National Defense, (N).....	August 69	Vocational Guidance in Leominster, Mass., (N).....	December 61
Schools and Relief, The, (Ed).....	September 52	Water for the School Boiler, A. N. Engineer	October 58
SCHULTZ, F. G.—Nature and Extent of Terminal Curriculum Offerings in 31 Junior Colleges.....	October 29	WATSON, N. E.—A School-Building Maintenance Clinic	August 44
SCHUTTE, T. H.—Pupil-Participation in the Selection of Content and Procedure	December 18	Webster Dictionary in New Home, (N).....	September 39
Secondary School Students Receive Wages for Part-Time Work, (N).....	October 62	WEITZ, HENRY—Conserving Educational Resources	September 41
Selection of School-Building Service Employees, H. H. Linn.....	November 49	West Lafayette High School, West Lafayette, Ind.	October 31
Serving and Saving Handicapped Children, Beatrice E. Koepfgen	July 45	What Did You Teach Today?, M. C. Ells	November 41
Seven Principles for Letters of Recommendation, Homer Kempfer	November 21	What Is Your School Doing for the Boy Who Stammers?, Luella D. Sowers	October 29
SHEELEY, L. L.—Reducing Textbook Replacements.....	October 60	What State Schoolhouse Planning Service Can Do for the School Administrator, Hyman Haydis	October 15
SHELDON, D. R.—Factors in Formulating a Salary Schedule Short-Term Borrowing for School Purposes, W. A. Eggert.....	July 33	When Board Members Interfere, D. W. Dunnan	November 31
Sick Leave Plan in Kalamazoo, (N).....	November 27	When the President of the Board of Education Speaks, (Ed).....	December 31
Sight Conserved in Special Class in Floral Park, N. Y., (N).....	October 91	WHITE, L. A.—The Superintendent Looks at Speech	October 31
Smaller School Buildings, (Ed).....	October 55	Whittier-University Elementary School, Berkeley, Calif.	December 31
Small Town Cooperative Program, A, Myrtle E. Kling.....	August 28	Wilmington Develops Its School Health Program, S. M. Stouffer	December 9
SMITH, DOROTHY—Guidance in a Small City.....	December 47	Who Should Lead in Times of School Crises?, H. B. Mulford	October 9
Social Responsibility of Boards of Education, The, H. E. Barnes	October 45	Why Deadlocked School Boards?, (Ed).....	November 9
Sources of State Support for the Schools, F. G. Jennings.....	November 42	Why Per Pupil Cost Variations?, (Ed).....	November 9
Southern States Study Pupil Transportation, Crawford Greene SOWERS, LUILLA D.—What Is Your School Doing for the Boy Who Stammers?	September 51	WILEY, G. M.—La Crosse Rebuilds Its School Plant	November 9
Spaulding High School, Rochester, N. H.	November 44	WILLIAMS, C. O.—Teacher Selection Assumes Increased Importance	August 33
Speaking of Textbook Fees, S. M. Andrews.....	August 35	WILLIAMS, M. E.—Qualities of a Good School Officer	August 33
Springfield Plan of Adult Trade Education, Roger L. Putnam.....	October 46	Work Experience in Education, (Ed).....	September 33
Stabilization of Teachers' Salaries, P. A. Cowan.....	December 48	WORTH, C. L.—A Division of Labor for Administration	November 33
Standards of Building Construction and Specifications Affecting Maintenance, R. V. Long.....	August 27	WORTH, C. L.—On Employing a School Janitor	November 33
State Superintendent Writes.....	November 54	WPA School-Lunch Program, The, Florence Kerr	December 33
STEARN, H. L.—Building Up a Remedial Reading Program Steps in Inaugurating Compulsory Retirement in Highland Park, Mich., W. H. Lemmel	July 23	WRINKLE, H. E.—Building for the 6-4-4 Plan in Bartlesville	August 33
STETSON, DAMON—Janitors Become Engineers.....	October 38	YELLAND, G. L.—Cooperative Buying in California	November 3
	July 32	VERGE, C. S.—The Development of a Handbook on the Standardization of School Supplies and Their Procurement	November 3

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JULY 1940 NUMBER 1

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THE AMERICAN School Board Journal

A Periodical of School Administration



JULY, 1940

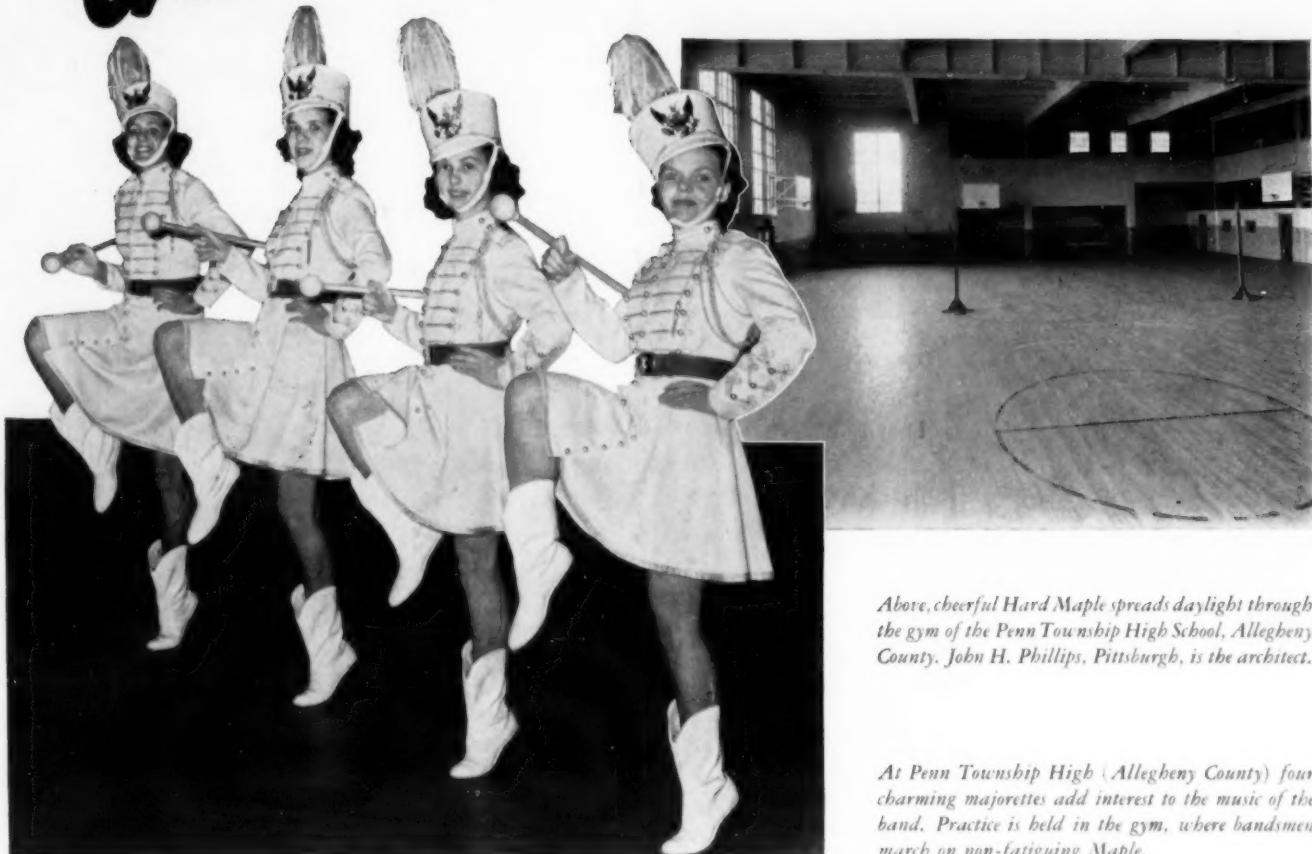
In This Issue:

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—H. E. Dewey

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Table of Contents

Cover: Raising the School Colors—Photograph Courtesy of Department of Publications, Denver Public Schools	
Cartoon: In Shape for the Battle?.....	17
<i>J. W. Morley</i>	
An Experiment With Slow-Learning, Beginning Children.....	18
<i>C. A. Hudson</i>	
Cooperation vs. Competition in School Finance.....	19
<i>H. E. Dewey</i>	
The Rules of a School Board.....	22
<i>Morris S. Isseks</i>	
The State Superintendent Writes.....	23
Is There a Substitute for Teachers' Grades?.....	25
<i>Ivan H. Linder</i>	
The School-Board Member Nobody Wants.....	27
<i>C. E. Birch</i>	
Use of Specifications in Purchasing School Supplies.....	29
<i>John A. Jimerson</i>	
Steps in Inaugurating Compulsory Retirement in Highland Park, Michigan.....	32
<i>W. H. Lemmel</i>	
Factors in Formulating Salary Schedules.....	33
<i>D. R. Sheldon</i>	
Fundamental Principles of Individualized In-Service Education for Teachers.....	35
<i>W. C. Jackman</i>	
A Plan for School Budgetary Procedures.....	37
<i>Dewey A. Ganzel</i>	
Better Teaching Through Motion-Picture Equipment.....	39
<i>J. E. Hansen</i>	
Are You Listening?.....	40
<i>O. O. Royer</i>	
The Gaenslen School for the Physically Handicapped.....	41
<i>Alexander H. Bauer</i>	
Serving and Saving Handicapped Children.....	45
<i>Beatrice E. Koepfgen</i>	
The Modern High-School Auditorium — Center of Civic Life.....	49
<i>Raymond S. Reed</i>	
Testing Teachers and Pupils for Tuberculosis.....	50
<i>Harry O. Eisenberg</i>	
Student Tutors Reduce High School Failures.....	51
<i>H. M. Horst</i>	
The Minneapolis School Board in Action.....	53
<i>Dr. Charles R. Drake</i>	
Plan Your Painting Program.....	56
<i>J. E. Clettenberg</i>	
EDITORIALS:	
Democracy in Administration	54
St. Louis and Kansas City	54
The Routine of School Administration	54
City Council Interferes With School Board	55
A Test	55
School Law	58
School Administration in Action	60
Teachers' Salaries	62
School Administration News	63
School Buyers' News	82
School Building News	67
New Books	71
Personal News of School Officials	75
After the Meeting	82



EARLY BUYING WILL PAY

Signs are multiplying that the schools will be obliged to pay increasingly higher prices for school supplies and equipment. The enormous defense program, which European events have thrust upon the American people, is only one of the influences which is raising the cost of raw materials and labor and is responsible for difficulties in obtaining the numerous products essential to a balanced instructional program in elementary and secondary schools.

It will be good business to buy all needed school materials as early as possible and in quantities sufficient for the greater part of the coming school year. Already the prices of paper, metals, chemical products, and other articles are going up, and the end is not in sight.

School buyers should see to it that the school dollar is spent wisely; that books, furniture, equipment, and instructional materials have true educational values; that quality and finish are as good as may be necessary; that prices are fair.

Delays may find the schools badly hampered in the late fall and winter.

THE EDITOR

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The contents of this issue are listed in the "Education Index."
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IN SHAPE FOR THE BATTLE?

An Experiment With Slow-Learning, Beginning Children

C. A. Hudson¹

There is a growing conviction in the minds of school people that much of the difficulty in the way of retardation and failure of children is due to the traditional procedure of offering them the standardized instructional program when they have reached the age prescribed for school entrance, disregarding almost entirely individual differences. Much is being done to prove that a fairly large percentage of six-year olds are not ready to enter school and be given a formal reading program because they lack physical, mental, and social development. Physical handicaps can often be corrected somewhat speedily; however, physical immaturity as well as mental immaturity can be overcome only by time. As the child advances in age, chronologically there will likely be a concomitant advance mentally, though not necessarily in equal degree. Social development will depend upon the environment and also on the program offered in the school. Attempting to teach children of this type before they are ready for the formal instruction accepted as standard for first grade often results in a failure complex which accompanies them throughout their school careers and is never overcome. After several years of this hopelessness, children are tagged as failures with little attempt on the part of teachers to do much about it since their cases are thought to be hopeless. As a result, children are moved from grade to grade and become indifferent to the whole school program. This maladjustment, in many instances, leads to delinquency later on, with society wondering why and asking how it can be corrected.

There is hope that the problem can be solved, in part at least, for evidence is at hand to prove that some of these failures can be prevented and a considerable amount of the maladjustment eliminated, if the children can be given the opportunity to *succeed* insofar as their capacity and development permit.

This problem was brought forcibly to our attention in Marion several years ago because the percentage of failures in the first grade was running annually from 15 to 20 per cent, which it is assumed was quite common everywhere. Teachers frankly stated that the percentage would be much higher if all were retained who did not reach the accepted standard for promotion, which is the ability to do the work of the next higher grade. One of the reasons offered for not retaining more was the fact that they feared criticism of

their teaching would come from their superiors as well as from the parents. As a result, children were promoted with the teacher receiving them unaware of all their deficiencies. They were given the work of the standard second-grade program along with the children who had successfully completed the first grade. It was only natural that the retarded children immediately found themselves hopelessly lost. In most instances they failed at the close of the year and repeated the work of the grade the following year, doing little, if any, better. Because of age at the end of the second year they were promoted to the third grade, and this vicious cycle was again repeated with results even worse. They remained in school, passing through the intermediate grades in somewhat the same fashion and eventually were turned out of the schools, having little, if any, education.

How the Problem was Approached

I think it is safe to say that our situation was not different from that found in similar cities throughout the country, for surveys show failures running as high as 25 per cent for the country at large. These youngsters apparently find it impossible to do the work of the grade and do not survive the first year's ordeal. But two conclusions can be drawn from such a situation: Either the program presented in its present form to the first grade is wrong, or we are attempting to teach many of these children something for which they are not yet ready. I believe most educators feel that the standard first-grade curriculum is sound. Therefore, since 75 per cent of the children are mastering it successfully, something should be done to determine which children will fall in the 25 per cent failure group, and then prepare and administer a curriculum that will get them *ready* for the first grade at a later date. I think it is safe to assume that nearly all will eventually arrive at the point where they can do the prescribed standard first-grade curriculum.

It was this manner of reasoning that prompted us to administer, for the first time in Marion, the Metropolitan Reading Readiness test to 542 first-grade children who were without kindergarten training in September, 1936. (Any one of two or three other readiness tests that are generally accepted could have been used.) Repeaters were included along with those who were entering school for the first time. Sufficient time was given during the opening weeks of school to permit each teacher to administer the test successfully. One hun-

dred twenty three of this group scored less than 60 points, the number necessary, according to the authors, to safely predict success in reading. Some of the repeaters scored more than 60 points because of their school experience the preceding year. For these the scores made were in no sense a safe criterion to follow in predicting the degree of success to be attained. After discussing these results with principals and teachers, it was decided to place 57 of the 123 whose scores were lowest in the test in what were termed preprimary groups. Such groups were established at four buildings where the number having low scores was greatest. A few were found with scores below 60 at every building, but the number was too few to justify the formation of special groups. More than 57 could have been so placed, but it was felt, since this was an experiment, that those whose scores were high in the fifties should be given the benefit of any doubt regarding their readiness and thus were permitted to try the regular first-grade work.

No attempt was made to give these preprimary children a reading program. Teachers were required to depend largely on their own judgment in determining what program should be given. In general it was one of socialization, speech correction, and orientation to the general school environment, with a glimpse of beginning reading and numbers. Naturally, as much handwork as possible was included. The booklet, "Before We Read" (Scott-Foresman) offered a background for a portion of the year's work. The exercises therein enabled the teacher to select those children who encountered specific difficulties, such as the following:

1. Language difficulties in vocabulary and expression.
2. Narrow field of meaningful concepts.
3. Lack of ideational facility.
4. Attentional instability and inability to follow directions.
5. Difficulties in making essential visual and auditory discriminations.
6. Poor motor control.
7. Speech defects and faulty pronunciation.
8. Confusions in orientation or poor directional sense.
9. Ineffective work habits and techniques.

When any of these were found, they were further analyzed and corrective treatment given. Additional material was prepared when necessary.

(Continued on page 80)

¹Superintendent of Schools, Marion, Ohio.

Cooperation vs. Competition in School Finance

H. E. Dewey¹

Studies of school finance are usually confined to the field of education alone. Rarely do they consider the broader problem of finance in relation to our national economy, including especially the revenue producing and spending functions. Because of the fact that we have forty-eight school systems, such studies have also generally limited their scope to local or state finance problems, starting and ending with the implication that present revenue systems are permanent and unchangeable. These studies have their place, but it would be unwise and unsafe to permanently ignore the total situation, especially at a time when national unity and the defense of democracy are vital issues.

Like most other citizens, teachers and administrators feel (not without justification) that public opinion is strongly opposed to any changes in our present methods of collecting and spending tax money. Nearly every proposal for comprehensive tax reform meets with strong opposition, not only from politicians who have things arranged about as they want them, but from the taxpayer himself, who promptly has the "jitters" about anything which seems to threaten his sacred pocket-book. Heavy taxpayers and large corporations are alert to the situation and are aggressive and skillful in getting concessions from tax authorities. Not so the average citizen.

The unfortunate result of this civic lethargy may soon be upon us, unless we take warning. It is not safe to assume that the many "taxpayers' strikes" of six years ago will not be repeated. The tentative local solutions and frantic legislation of the depression period have not been real or permanent solutions at all. If you do not believe we are still creaking along on the worn-out machinery of the nineteenth century, study the present high rates of delinquency in property taxation. They should convince the most skeptical that many things are wrong, and that all the trouble is by no means traceable to national extravagance, the national debt, or New Deal relief measures.

The taxpayer, with his nose to the grindstone, can see his own problem clearly, but it is hard to convince him that he shares responsibility for tax dodging and tax evasion, or for all the special concessions to privileged groups. He goes on voting for "good fellows" who are not necessarily dishonest, but who are susceptible and uncertain, and he cherishes a sort of contempt for "tax experts." In the long run he must pay the price for this negligence, a price which is included, though not itemized, in his tax bill.

Listen to the wail of the man who pays:²

Dear Sir:

In reply to your request to send a check, I wish to inform you that the present condition of my bank account makes it almost impossible. My shattered financial condition is due to federal laws, state laws, city laws, liquor laws, mothers-in-law, sisters-in-law and outlaws.

Through these laws I am compelled to pay a business tax, amusement tax, head tax, school tax, gas tax, light tax, water tax, sales tax, liquor tax, furniture tax and excise tax. Even my brain is taxed. I am required to get a business license, car license, truck license, liquor license and a dog license.

* * *

The little business man who can pay his car license tax, his real estate tax, personal property tax, old-age pension tax, social security tax, unemployment tax, state income tax, federal income tax, his corporation tax, federal, state and municipal, his gross sales tax, state and city, his road tax, county tax, school tax, and get nicked every day with a sales tax, and a tax, federal and state, on gasoline without violating several of the ten commandments should have no trouble getting by St. Peter, unless a receipt for his death taxes is demanded as a passport to the kingdom come. Although touched with a vein of humor, these wails are too serious to be disregarded.

Four Major Problems

Without undue elaboration, but merely to get the situation clearly before educators at all levels, the writer wishes to present four major problems of public and school finance which demand attention if we are to assure proper support for American public education. Education alone is not at stake, but along with it all the public services that we hope to get for what we pay in taxes. These problems are rendered difficult more by reason of public apathy than by any inherent complexity.

The fundamental problem underlying all others is that of the co-ordination of our state and federal revenue systems. Instead of supplementing each other, they conflict at many points. The policy followed by most of our states for generations has been to delegate the taxing power not only to the major subdivisions, but to subdivisions of subdivisions of subdivisions. Finally, when the crisis came, instead of consolidating these powers and reducing the excessive number of taxing subdivisions, the usual procedure was to limit the tax levy, thereby crippling essential services and creating a situation in which the only recourse was to increase indebtedness. At the same time the Federal Government, forced to help the farmer and relieve unemployment, began to invade nearly every field of revenue production which had been monopolized formerly by the states. There were exceptions, but in general it is true

With all the defense preparations and the social security demands for federal and local tax funds, the schools will be heading into serious financial difficulties unless the present competition for local, state, and federal funds is replaced by a cooperative arrangement that will do justice to schools, to other governmental activities, and to the taxpayer.

that taxing units began to tread on each other's toes to an extent that had never been known before in our history. The long-suffering patience of the man who pays will some day be looked upon as a remarkable demonstration of American solidarity in a crisis.

No one can detach a bad local financial situation from the state laws which permit it to exist and continue, nor can the state release itself from national restrictions which are being built more and more firmly into its tax structure. Do the citizens who support government wish to continue paying state and national income taxes? Do they favor the continued imposition of special sales taxes by the nation and general sales taxes in many states covering the same items? If not, how do they propose to maintain public services at or near their present level and at the same time reduce and redistribute the total tax burden? That the present distribution is inequitable and unfair is so obvious as to admit of no debate. School authorities and all other citizens should make their attitudes vigorous enough to demand attention from Congress and state legislatures. The negative attitude will get us nowhere; what we need is constructive nonpartisan study and eventual reform. In taxation, at least, reform must precede recovery, as there can be no recovery without reform. Only reform will stem the rising tide of popular opposition to present methods of government finance.

There is a way out of this predicament, and it does not consist of a propaganda campaign against hidden taxes and high tax rates. Neither does it call for a slashing of taxes here and there, which would really become only a futile gesture, a repetition of what was done between 1933 and 1936. It rather involves nothing less than a campaign of education to insist upon a cooperative instead of a competitive relationship between units of government.

Three Cooperative Plans

The groundwork has already been laid by the Interstate Commission on Conflicting Taxation. After careful study this commission, organized in 1934, proposes a

¹Emporia, Kans.

²Extracts from two letters, one first published in the Umatilla, Fla., Tribune, the other sent to Mr. John W. Hanes, undersecretary of the Treasury.

selection between three national plans, all of which depend upon a cooperative attitude on the part of all the states.

The first plan calls for a high degree of centralization under federal supervision. All except property taxes and local or state license fees would be collected by the Federal Government and would be redistributed to the states on a fair basis reached by interstate agreement. At the same time and with the same machinery the Federal Government would provide for its own revenue needs. The chief advantages of this plan are economy in collection and the possibility of guarding against tax evasion, especially in income and sales taxes. The chief objection is that it would not be easy to meet the very diverse interests of the states whose ideas of what are essential public services would all be different.

The second plan calls for only a moderate degree of centralization. Under this plan administration of income taxes by the Federal Government would be limited to those states which desired it. General sales taxes would be administered by the states under compacts and agreement with the Federal Government to forestall evasion. Tobacco taxes would be monopolized by the Federal Government, but liquor taxes would be divided between the states and the nation. There would be a national gasoline tax of three cents per gallon, all of which would be redistributed to the states, with each state retaining the option of imposing additional motor fuel taxes. The advantage of this plan is that it delimits the field specifically without interfering with the right of a state to maintain its own separate tax-collecting machinery. It would probably be less objectionable than the first plan from the viewpoint of maintaining adequate state revenues.

A minimum degree of centralization is contemplated under the third plan. Incomes under \$10,000 would be reserved for taxation by the states which desired to make use of the income tax. All general sales taxes would be levied by the states. The Federal Government would reserve to itself all liquor and tobacco taxes, but not liquor and tobacco licenses. Motor fuel taxes would be left entirely to the states, and there would be no interference with the property tax by the Federal Government. This plan would be the least disturbing of any of the three, and would still seem to be a step in the direction of simplification and economy. On the other hand, it would leave unsolved much of the serious problem of tax avoidance and competition for revenue among the states.

It should not be assumed that any one of these plans or any compromise solution would reduce taxes in the near future. Perhaps the chief values to be obtained would be the elimination of some of the so-called "nuisance" taxes, correction of the worst features of double taxation, and a more logical and economical arrangement of tax jurisdictions. Even these improvements

would take time and would require action by Congress and by all the state legislatures. But unless we can overcome some of our sectional and local prejudices, we are doomed to continue under a tax system which is no system at all. Adequate support of schools will always be contingent on adequate support of all government enterprises.

Definition of Policies Needed

A second problem grows out of the unwillingness of the nation, the states, and the communities to define their policies in regard to the support of educational enterprises. Allowing for some exceptions, the community demands more support from the state, while the state in turn attempts to shift as much of the burden of school support as possible to its subdivisions. No national policy, reached either by agreement among the states or by action of Congress, has ever been adopted. Congress can always refer to education as a state function, and so far has given attention to national problems in education only under real or supposed emergency pressure. Educationally, the United States is a confederation of states rather than a federated republic.

The Morrill Land Grant Act and the Smith-Hughes Act were subsidies to special types of education enacted in response to the demands of strong pressure groups. Recent subventions for the construction of school buildings and for adult education have been made a part of an emergency program, designed to provide work rather than to advance the cause of education for its own sake. Consequently, the various functions coming under the head of education are divided among cabinet departments or administered by special boards and commissions among which there is little attempt at cooperation. Since at least 1931, when the advisory commission made its report, these facts have been well known, but there has been no marked improvement in the situation.

In a nation in which mobility of population has always been high and continuous, the states are isolated from each other educationally more thoroughly than at any time in the past. There is probably less exchange of teachers and administrators between states than there was in the pioneer days. States are setting up a variety of qualifications for certification of teachers without regard to the requirements in neighboring states, and without any attempt at reciprocity. The salary situation is deplorable in some states but fairly satisfactory in others. State colleges and universities discriminate against each other by charging heavy out-of-state fees, and are training teachers with little attention to available positions. Some of the states are attempting to lure industries by advertising low school taxes and high-school standards. Preference is being given to people trained within the state for all positions from that of state superintendent to the rural teacher. The answer sometimes

given that each state has its own peculiar educational problems is not an argument for continued isolation, but rather a challenge to the states to get together to meet interstate and national problems.

Whether for better or worse, federal-state relations are entering into a period of transition. Some political scientists have even gone so far as to question the advisability of maintaining indefinitely our artificial state boundaries. On the one hand, we have a growing tendency to set up cutthroat competition amounting in fact, if not in theory, to customs barriers and un-American restrictions violating the spirit of the Constitution. On the other hand, there has never been a period in our history in which the states have been more willing to cooperate in the war on crime, in arranging compacts on such business functions as oil production, and in agreements on conservation policies and projects.

This seeming paradox represents a change, but whether toward increased competition or wholehearted cooperation is yet to be demonstrated. The writer is inclined to think the changes will in time bring about a greater amount of cooperative effort in all lines of progress, but whether they do or not, they certainly should. If it is worth while for the states to enter into compacts and agreements to suppress crime, is it not equally important to unite, with or without federal assistance, for the suppression of ignorance and provincialism?

What we need is not uniformity in state policies, but a forward-looking agreement between states and the nation as to the means and methods of school support. Is there any justification for the present policy of federal support for special types of education rather than education in general? Shall we have national support and control of adult education, or should this be left to the states and communities? What permanent plan, if any, should be substituted as a permanent policy for emergency subventions under the WPA, PWA, NYA, and CCC? Would recent proposals for equalization among the states really work out to the best advantage? These are questions of major importance, and we have masses of data available to help us to find sane conclusions. The demand for national unity in other fields in the face of disturbed world conditions should be a strong incentive toward national unity in educational policy.

The Rivalry of Relief and Security Agencies

3 A third obstacle to educational progress is the growing rivalry between social security and relief demands and the more traditional and ancient demands for educational service. Hardly a state has as yet been able to measure up to the original goals of the federal Social Security Act of 1935, but pressure is continuous from aged and handicapped groups in all the states. Fortunately, most of the states have reacted against extreme measures calling for heavy welfare outlays, but it is a ques-

tion how long the pressure can or will be resisted. In the meantime, the states are trying out new forms of taxation and are applying the proceeds, not to schools, but to social welfare purposes apart from the several forms of security insurance, which in the end will become self-supporting.

In the face of present population trends it is too much to hope that demands for social welfare funds will taper off, leaving a larger residue for schools. However, it should be noted that much of the money spent on social welfare is conducive to better schools, and may even help to eliminate the need for special schools for delinquents, handicapped children, visiting teachers, and the like. As the social welfare program develops, the important problem for school administration will center around the possibility of unloading welfare responsibilities which schools often assumed at the height of the depression period. There is no good reason for raising and spending money to provide activities which other agencies are organized and equipped to provide, even though school authorities may feel that the work is done inadequately elsewhere. This is only another way of saying that there should be cooperation, not competition, between social agencies and school authorities. Welfare work of the right sort is an important contribution to the community and to school morale.

There is another line of attack on this problem which strengthens the argument for cooperation. In many communities today social welfare work lacks consistency and effectiveness in spite of the splendid work of the community chest, public welfare offices, private welfare institutions, and other groups. In town and city life especially the young people are being irritated by a superfluity of youth organizations, all bent on worthy ends, each conceiving its mission to be noble above all others, and each operating in such a way as to interfere with or duplicate the work of other organizations of similar nature. Apparently this is partly due to the fact that education and community life are still regarded as two separate streams of life, branching out from each other in different directions. What could be more contrary to the whole principle of the last forty years, that the life of society and of organized education must not be isolated from each other? How can we bring them together if we persist in thinking of social welfare and economic security as ends in themselves? They are only means to an end, and education should serve as a means to the same end. The proposal in Hoover's administration to create a Department of Public Welfare in Washington and to transfer the Office of Education to this department has merits which have perhaps been overlooked by professional educators.

A young high-school teacher recently told the writer that because he is coaching a debating team, he finds it not only impossible to do a good job of teaching, but

he is obliged to delegate part of his teaching during the heavy season for his activity. At least he is not like the athletic coach who spends a large part of his time teaching a squad of boys "good character" while the rest of the student body goes to the dogs. The teacher who is burdened with excessive activities, however worthy, without extra pay, is no great asset either to himself or to the community. Is the community eager for all the extra classroom activities provided for the schools? If so, it should pay for them in accordance with their worth, or else they should be carried on outside the school organization.

The solution to this problem cannot be the same in all states and communities, but in each state it can and should be a cooperative arrangement conducive to the best interests of all citizens. It is possible and might be an effective suggestion within some communities to combine the administrative agencies for social welfare and education into one unit. Information readily available to school authorities could be placed at the disposal of social workers, and benefits in the other direction are unquestionable.

At all events, it would be a sad mistake to proceed hastily under duress from irresponsible pressure groups. The effect of this policy would be to produce the most disastrous type of competitive tactics and in the end to achieve neither educational adequacy nor social satisfaction. The danger signs in such states as Colorado, California, and Ohio are before us. Are we intelligent enough to heed the warning?

Schools as Paying Investments

Finally, can we, as educators, convince the beleaguered taxpayer that the schools are a paying investment? This is the fourth problem, and in many respects the most difficult of all. Stereotyped statistics showing the value in cash income of a high-school or college education are in disrepute, since nobody can say what part a high-school education plays in the personality or success of an individual. Studies of this sort are good examples of "the chauvinism of big business."

In 1930 the National Education Association issued a bulletin which attempted to answer this question with as much accuracy as possible. It was pointed out that education has raised the American standard of living, but apparently education alone couldn't keep it high; education failed to warn us against the evils of over-speculation and blind optimism about the American way of economic life. Another claim was that vocational education had enabled us to keep pace with the "complicated occupational demands of an intricate civilization." How well can this claim be upheld in 1940? In the same bulletin education was given credit for our enormous consumption of books, magazines, and newspapers. No one can deny the increase in quantity of such materials, but how much have the schools done to improve its true quality or to maintain high standards



Dr. Herold C. Hunt
Superintendent of Schools-Elect,
Kansas City, Mo.

Dr. Hunt, who has been elected superintendent of schools at Kansas City, Mo., for the school year beginning September 1, has been head of the school system of New Rochelle, N. Y., since May, 1937.

A native of Detroit, Mich., Dr. Hunt was educated in the schools of Holland, Mich., where he completed high school in 1919. His doctor's degree was obtained from Columbia University, Teachers College, and is backed by a bachelor's degree, *cum laude*, and a Master of Arts degree from the University of Michigan.

Beginning his teaching career in Hastings, Mich., in 1923, he spent four years there, and then went to St. Johns, where he remained three years.

The next three years were spent as superintendent of schools in Kalamazoo, Mich., when he resigned to go to the superintendency in New Rochelle in 1937. In 1938 he was a summer term instructor at Columbia University.

A member of the New York State Teachers' Association, the American Association of School Administrators, and N.E.A., Dr. Hunt is also a member of Phi Delta Kappa.

of literary taste? When in addition the bulletin reminds us of the power of education to accelerate culture and progress, it must be admitted that we are less certain than we were in 1930 that our ideas of culture and progress are sound and satisfying.

Other claims in the 1930 bulletin are perhaps more valid. Contributions of education to scientific research, literacy, Americanization of our alien population, national unity of feeling, improved health, and family life, although debatable as to extent, are more or less acknowledged by all.

A new and if possible more objective bulletin is a pressing need of the moment. If schools are going to continue to find liberal support, they should be in a position to justify it in advance. Indications are that the time is past when the average citizen can be carried away by such opportunistic slogans as "nothing is too good for our school children" or "vote for the bonds to keep us in school." These slogans perhaps had their day, but times have changed. At least two things are true today: Schools are no longer overcrowded, and people are much less responsive to the sentimentalized appeals which served another generation. There are plenty of people who sincerely believe that school

(Concluded on page 79)

The Rules of a School Board¹

Morris S. Isseks

A unified and integrated system of school administration is possible only when a school board has adopted an adequate code of rules and regulations for the control of its own activities and the affairs of the school district for which it is responsible. Such a body of rules must definitely establish the major purposes and policies of the school system and must indicate the major procedures for the successful execution of the educational program.

No large institution can function properly without a plan of operation which has been adopted by the legislative body for the conduct of persons involved in the activities of that institution. Organized society has always resorted to written documents for the control and guidance of its members. All students are familiar with the Mayflower Compact, the Articles of Confederation, the many city charters, the various state constitutions, the Federal Constitution, and the League Covenant. Regardless of nomenclature, the connotation attached to these descriptive nouns is the same, since each of the foregoing is an instrument of government adopted to insure the successful operation of the activities of the institution involved.

In like manner, a code of rules and regulations for a school district will perform the same function. The code will provide a plan of operation for all activities of the school district, including provisions for the structural machinery such as departments, divisions, and special service units. It will define the various activities and functions of each agency and will indicate the interrelationship of such agencies.

School Rules Based on Statutes

To some extent, rules and regulations of a school board are comparable to state law or city ordinances in that they have the same force as law over the persons subject to the jurisdiction of the school board. Such persons may be petitioners for use of school property, persons engaged in commercial transactions with the board, or employees of the school district. When rules are deemed reasonable and have been adopted for the successful operation

¹This suggestive discussion of the problem of school-board rules is reproduced, with permission, from the June "School Bulletin" of the Board of Directors, School District Number One, Portland, Oreg.

The author is "codifier" for the board and is engaged in a complete historical study of the Rules and Regulations of the Portland school system. This study was authorized in December, 1938, and at a later date the authority was extended to include a compilation of the formal rules and regulations, a compilation of the administrative orders of the superintendent of schools and his staff, and personnel manuals for teachers, custodians, and maintenance employees. These manuals will contain a description of the actual duties and activities of the various positions, including a descriptive summary of the rules which apply to each position.

As the author well says an integrated system of school administration is possible only when a school board has adopted an adequate code of rules and regulations. Ultimately democracy in school administration cannot be assured for any length of time where the spirit as well as the letter of the local code do not define thoroughly the relations, the duties, the responsibilities, and the privileges of the board as a whole, of the superintendent, of the supervisory and teaching staffs, and of the nonteaching personnel.

of a school district, they will be held legal by a court of law.

However, since the school board is usually a creature of the state, having been established by state law and deriving all its authority from state law, it follows that any rules of the board must be subordinate to the state law. Should a rule be adopted which contravenes a state provision, a court of law would hold such a rule illegal.

A school board, from its inception, adopts a continuous stream of rules and regulations for the execution of its policies and program. Many of these provisions are adopted for a specific purpose, and after the performance of the activity are no longer needed, while others are used constantly and must be retained indefinitely. When the regulations have not been compiled in one volume, considerable difficulty is experienced in ascertaining the numerous policies adopted, since it becomes necessary to examine all of the official minutes for this information.²

If a board fails to repeal previous rules or when no effort has been made to keep a code up to date, the application of rules to a given set of circumstances is confusing because of the difficulty in obtaining instantly the particular rule desired. In such cases the controversy which may arise over what rule shall apply, is usually settled by the person whose memory can furnish a rule which will not be disputed by any other contemporaneous person. Frequently no written evidence exists for the ruling which actually may be the fruit of imagination. Such a state of affairs is disconcerting to new board members and administrators who find themselves at the mercy of persons whose flexible memory can recall the necessary rule for any emergency.

Benefits of Book of Rules

Although few educators would attempt to operate a school system without such paper machinery as the permanent record card for pupils, the classbook for teachers, or the accounting system of the business

²The immensity of this task is obvious when it is revealed that since the creation of the Portland District in 1851, official action has been recorded in some 15,000 pages of minutes.

department, many educators continue to operate a school system with an inadequate or incoherent set of rules which confuses rather than enlightens their board members and teaching corps.

Few people relish contact with the intangible, the unknown, and yet that is the experience of teachers in a school system which fails to provide a tangible plan of operation for the guidance and enlightenment of its personnel.

The benefits derived from a book of rules are many and varied. The morale of a teaching corps may be stimulated and maintained by an adequate school code, especially if the provisions have some degree of permanency. When a definite policy has been established for leaves of absence, sickness, salary increments, or other items concerned with teaching personnel, this knowledge is reassuring to members of an instructional corps. When such matters are clearly and definitely established, employees confidently concentrate on their professional duties. They do not suffer from the distraction and worry induced by a feeling of insecurity resulting from indefinite personnel policies.

When no rules exist, or when such rules have not been assembled in a usable form, decisions may be rendered by administrators in an arbitrary manner and conditioned solely by expediency. Too often such a practice leads to contradictory and unfair decisions which tends to disrupt morale, to antagonize teachers, and eventually to destroy the efficiency of the teaching process.

The mere adoption of a code does not in itself act as a panacea for all the ailments of a pedagogical system. If rules are to be a part of the necessary paper machinery of the school administration, it is essential that they should be easily accessible, preferably in one volume, and that this instrument should be made available to all members of the professional corps. Each member should be familiar with the provisions which pertain to his particular position. Teachers should be familiar with all the items which concern the educational department whether they are the duties of the superintendent, the director of specific departments, or the activities of a special school.

Values for New Board Members

This is equally true with new board members. The personnel of a school board changes periodically while new members of the professional corps are constantly being added to the school system. These persons must pass through a phase of orientation before they can become thoroughly assimilated into the school system.

This process of assimilation can be facilitated or retarded by the adequacy of the existing school code. If the rules are accessible and usable, if they are clear about activities, functions, procedures, and lines of responsibility, then the new recruit, whether educator or layman, will have little difficulty in blending himself into the educational picture and will speedily assume a constructive position in it.

The composition of rules and regulations presents many problems. Many compilations fall into two extreme classifications, those whose provisions are written in broad vague general terms and those whose provisions are written in minute detail. Neither has much merit. Under broad general provisions the administrator is permitted considerable discretion, but if he refuses to accept the responsibility, most issues which require a decision will receive a negative response. On the other hand, under the same circumstances, another administrator may go to the other extreme by too liberal an interpretation and disrupt his system.

If rules are written in minute detail, very little discretion is left to the administrator. This has a deadening effect upon an intelligent person and tends to destroy initiative and individuality. Under such rules an administrator will refuse to act unless a provision exists for each case. When confronted with a situation to which the rules do not apply, regardless of its importance, he is apt to call or write his superiors for a decision.

Since neither extreme is desirable, it is wise to use general provisions where discretion and flexibility is necessary and to use detailed provisions where definite procedure is required. In writing the provisions for the superintendent or for principals, it is impossible to anticipate every conceivable set of circumstances so that for these officers it is advisable to use general provisions. On the other hand, the procedure for recruiting new personnel is usually definite and fixed, and such details as eligibility requirements and examination procedure may be included with slight possibility of immediate change.

Rules for Thoughtless Few

Some rules are necessarily restrictive in character in that employees are required to report at a definite time and not to leave before a specified time. Other rules may prohibit certain activities and practices which are universally recognized as inimical to the teaching profession. Such rules are not intended as a reflection on the personal integrity of teachers. It is an accepted fact that most teachers are fully aware of their professional responsibilities. However, these rules are incorporated in a code because of the few thoughtless individuals whose activities, if permitted unlimited scope, would tend to disrupt the best organized system. Unfortunately, not all persons are continuously alert to their

duties and responsibilities and appropriate rules are necessary as a reminder and a guide to such individuals that there does exist a definite plan of procedure for school activities.

In the mechanics of actually compiling an administrative code, a definite procedure should be pursued. First, it is necessary to study in detail all policies which have been adopted by the particular school board. This can be done by an examination of any codes which have been previously adopted, supplemented by a close scrutiny of the official minutes of the board for a period of the last ten years or more.

These items of policy are abstracted and classified according to function and activity. They are submitted to the members of the administrative staff who from their knowledge of actual practices in the system will suggest discarding certain obsolete, impractical, or inconsistent provisions, or revising certain others.

Frequently it is advisable to alter the language considerably to assure simplicity of wording and uniformity in construction. This also stimulates deliberation and thought on the part of teachers who are confronted with the new code of rules. Too often when the wording of an old rule has been retained, the employee will

read only the first few words and no further, since the words, due to long conditioning, act as a stimulus to invoke a picture image of the old rule. The same stimulus also applies certain definite connotations which may be contrary to the intention of the board, especially if some slight changes have been made in the rule. To eliminate the possibility of such misconstruction and to provide an incentive for closer perusal of the new code by the teacher, it is advisable to reword most of the old rules, especially those which have been slightly altered or which have formerly been misinterpreted.

Before the rules are finally submitted to the board for approval, it is also advisable that the codifier should confer with representatives of the various groups of employees and the teachers' organizations in order to test the feasibility of the tentative rules. The assistance rendered by these individuals is extremely valuable in ascertaining the actual practices in the schools and many of their suggestions are usually incorporated in the final recommendations to the board. Since the rules are to apply largely to these groups of employees, it is appropriate that they should be consulted before the final adoption of the code.

The State Superintendent Writes

MUSIC WITH HARMONY

Miss Stella Moyer, Warren, Novado

Dear Miss Moyer: I am told that you were given unanimous re-election, and I am writing to send my congratulations.

You took over a bad situation. It needed more than knowledge of music and experience in teaching that subject. I wondered at the time of your election if you knew what you were getting into. I'm not sure yet whether you knew or not; at any rate you handled things in the best possible way, and it seems that your work is appreciated.

It is sad when music in a school is made the basis of contention. Music is supposed to have a harmonizing influence, but too often it becomes the focus for the most bitter enmities that a town develops in the whole school year. Music and dramatics might be called the educational sticks of dynamite. To give Jenny Smith the lead in operetta or play when Sally Jones' family know Sally should have had it—or to give it to Mary Brown because her father is on the board—well, I wish you'd tell me of just one thing that takes more tact than selecting a play cast or an operetta group.

Somehow you have avoided criticism, and I was interested to know how you managed it. I was told that you looked far and wide until you found an operetta that had no leads, and that you stressed the chorus work and had the whole chorus

dressed so attractively that they almost outshone the soloists. You divided the chorus into groups and so managed them that they believed they were the main features of the evening. My guess is that so far from "just singing in the chorus" they set the stage for the whole performance.

Then during the year you put on a number of delightful smaller musical events, and managed to avoid criticism in these also. Someone told me that the wife of a board member told a friend, "Miss Moyer really likes us. When we meet her on the street she doesn't give us merely a how-do-you-do. Her face lights up as if she had run across a personal friend. She seems to like to stop and talk a minute."

This is a rare ability, Miss Moyer. The man and woman who radiate friendliness can get pretty much of anything they want from the world. Sincerely yours,

CHARLES M. THOMAS, State
Superintendent.

THE BOARD IS BOSS

Miss Caroline Carter, County Superintendent, Fuller, Novado

Dear Miss Carter: This is your first term as county superintendent, and I am afraid you are not quite clear in your mind in regard to how far a county superintendent's authority extends.

You tell me that District No. 17 asked you to help them find a teacher; then after

you sent them a fine applicant they turned her down and elected a teacher who applied independently. You say that was a slap in your face.

My dear Miss Carter, it is nothing of the kind. The directors asked you for help when they needed help. Later this need no longer existed, and they acted wholly within their rights in electing a different candidate. If this is the first time you have been asked for advice and found your advice ignored, then your experience is different from that of the most of us.

You must remember that a school board is elected to manage the affairs of the district, and they are going to do it their own way. You are elected to be generally helpful; and the worst thing you can do is to let your feelings be hurt when no hurt was intended. The best way to avoid this kind of supersensitiveness is to put yourself in the other fellow's place for a minute and see how things look from that angle. Remember that the highest compliment you can pay any person is to let him "get your goat." Sincerely yours,

CHARLES M. THOMAS, State Superintendent.

BIGGER AND BETTER PROMOTIONS

Miss Mary Johnson, Morgantown, Novado

Dear Miss Johnson: We are not surprised to find that a larger school has had an eye on you and has offered you a position. To learn that Morgantown is straining their finances to meet Ravoca's offer is a compliment indeed.

You say that you don't know what to do. You are happy in Morgantown. Your superintendent is congenial, and he has signed his contract for another year. You want to see next year's senior class walk out with their diplomas. You know each member and each member's family. It is pleasant all around.

Well, why do you hesitate to sign your contract and agree to stay? I'll tell you why: it is due to the prevailing notion that size is everything and that professional advancement means moving into a system having more teachers and more pupils. You know in your heart that all this is not true. But the oft-repeated question, "Why do you stay in that small town?" almost warps your judgment.

I will mention a detail that you may have overlooked. The longer a superintendent or teacher stays in the same position, the bigger jump he or she can make when the logical time comes. Boards want teachers who will settle down and live with them as well as teach their classes. So at the close of, say, a five-year period for schoolmen and a three-year period for young women, each will have found greater satisfaction in the work itself and will have stronger friendships among the patrons if the periods named show no change in location.

This is generalizing, and you want something definite. All right, here it is.

If you were my daughter or the daughter of a close friend, I would say this: Sign that contract mighty quick and deliver it to the secretary in person, and say that you appreciate the fact that the Morgantown people want you there for another year. Say that you like to live in their community and like to teach in their school, and you are glad to be there another nine months. Why shouldn't you say this? Words should be used more often to express that kind of sentiment and less often for criticism.

For myself, I congratulate you, Miss Johnson. Sincerely yours,

CHARLES M. THOMAS, State Superintendent.

TEACHING CHILDREN VS. SUBJECT MATTER

Mr. George T. Richards, Alda, Novania

Dear George: Your letter is here complaining that you were not re-elected at Alda and asking me if I can tell you what the trouble is. All right. You have asked for it, and here it is.

You have adopted the policy so common with youth, that of putting everything on a strictly business basis and ignoring the human phase in all that you do. Up to a certain point this policy will work. It will help one to avoid becoming overemotional. But human beings are not robots. You yourself are not a robot. School age pupils are supersensitive to the mental attitudes of older people. You have gone through the motions of teaching your classes, and no one even intimates that you do not know your work. But that is only half of your job. The other half you just don't see.

Your students say that you do not recognize them on the street, and some of the parents say the same thing. What the board wants and what the community wants is a staff of teachers who know their work and who also realize that teaching subject matter is not the whole thing in education.

You are not going to pay the slightest attention to these things I am telling you. The chance is that you will have to live a few years longer before you accept these principles as fundamental. Today you are saying it's a lot of sentimentalism that gets you nowhere. The thing that you don't realize is that you are taking an extremely youthful view of the matter. Very many young people have to go through this experience. Some snap out of it promptly, while with others it is delayed, as in your own case.

But don't worry. You have a good many years ahead of you in which to become better acquainted with this world you live in. I really expected something a little different from your father's son. I thought you might be spared this period of adjustment, but it seems that you have it yet before you. — Sincerely yours,

CHARLES M. THOMAS

BETTER A GOOD BANDMAN THAN A POOR TEACHER

Mrs. N. W. Thompson, Warren, Novania

Dear Mrs. Thompson: You have asked me a question that is hard if not impossible to answer. I understand, however, that you greatly desire to know what some of us think about these matters. We are supposed to give such problems deep thought and to have reached some conclusions.

You tell men that you come from a line of college-trained men and women, that your husband was a college teacher, and that two of his brothers are professional men. Yet your son barely got through high school and flatly refuses to go to college. I am glad that you stated where his interest lies. It seems that he is one of the comparatively few boys who have had a strongly marked talent from childhood. In your son's case it is band music. His one desire is to play well enough to be a member of a famous band. Yet you cannot give up the idea that he must go to college because all of your family went to college.

I am almost certain to be misunderstood when I ask you if teaching in college is in any way better or finer than playing in a high class band? I cannot see that it is. Your son has a high objective. He is aiming toward the heights in the work that he finds most attractive. I am obliged to say, my dear Mrs. Thompson, Let him alone! Let him live his life in his own way and be thankful that he is aiming high and is determined to reach the top.

Your boy is living in the year 1940. He looks out upon a world full of challenges and opportunities. I repeat, Let him alone! Let him live his life. You can't live it for him and you must not try to shape it to your pattern. His way is as good as your way — merely different. — Most sincerely yours,

CHARLES M. THOMAS

EDUCATION AND RELIGION

The development of the civilization we now enjoy has resulted not from a single force but from two reciprocal forces — religion and education. Our civilization is a pattern fashioned by these two elements and it is the finest pattern yet discovered by man. This twofold gospel of education and religion has rendered a service to humanity which no man can measure. It produces men and women possessing not only fine cultivated minds but a deep desire to serve society.

Intellectual education alone cannot pull the dead weight of humanity, cannot adequately aspire and strengthen spiritual man. Complete education must set the hearts of youth afire with a love of humanity and arouse in them a desire to battle for righteousness and a better world. The two great forces, education and religion, together can accomplish this important end and re-establish the moral law in our world. — Lester K. Ade, Pennsylvania.

Is There a Substitute for Teachers' Grades?

Ivan H. Linder¹

Why has the American secondary school made so little headway in abolishing teachers' grades? Teachers dislike them, students criticize them as unfair, and the administrator finds them the exciting cause of more complaints from home about the school service than any other single factor. Yet in spite of all this, students go on working for them with a singleness of purpose only exceeded by the zeal of their parents. Attempts to substitute a rating sheet or an appraisal letter has almost always failed and, at the insistence of both students and parents, grades have been reintroduced. Perhaps it is because the practice of grading is much deeper rooted in our popular thought about education than we have supposed. It was something of a struggle to break away from percentage grades, expressed in single digits and sometimes in fractions. Then having accustomed the public to percentage grades expressed in steps of five per cent or more, it was another struggle to substitute the five-letter system. The percentage grade carried an aura of accuracy never achieved by our letter system. For this reason many schools still find it expedient to translate these grades into their equivalent percentages.

The shifting nature of teachers' grades has been the object of much humor. Somebody has said that the average teachers' grading reminded him of the mid-western farmer who wanted to estimate the weight of his hogs. Having no scales, he tied a band around the midsection of the animal, fastened this to one end of a long pole and, with the other end across a high board fence, attached a basket into which he piled rocks until the two ends balanced. Then he guessed the weight of the rocks. The method seems similar to that employed by some teachers in grading, though the machinery for arriving at the result is usually more impressive.

I. Weaknesses of Grades

We are all familiar with the usual arguments against grades, but since these are the weaknesses to be overcome, it will perhaps be worth while to review them briefly.

1. When grades are elevated to a position of constant consideration, they foster in the student a false standard of progress which often inhibits progress in the course. They provide an artificial motivation outside the area of the course itself and in extreme cases nothing is worth doing in and of itself but only as it is reflected in this recorded form of teacher approval.

2. Grading regarded as the exclusive function of the teacher may be so arbitrary that students resort to studying the teach-

er nearly as much as they do the contents of the course.

3. Grades often lend an additional emphasis to the fragmentation of learning elements because recognition is given for piecework performance not necessarily connected with real growth.

4. Grades encourage students in a form of competition for external standing which permits the stronger to glorify not in achievement but in their being ahead of somebody else, and discourages the weaker because of the constant unfavorable comparison.

5. Grades regarded as educational currency tend to be accepted at face value, and the emphasis is not on what they represent so much as on the fact of their possession. This places a premium on sharp practices to secure them which is sometimes uncomfortably analogous to unprincipled bargain driving in the market place. No wonder some wag has said we have the honor system: The teachers have the honor and the students have the system.

6. Teachers for the most part do not grade objectively. Even when they apply respectable mathematical processes to their grade book entries, they only organize and dignify the guesses.

7. There is little consistency in the teachers' grades from day to day and almost none amongst different teachers. Students come to know there are bargain-counter B's, and there may be bargain-counter days when the teacher is more generous than on other days.

8. Students frequently do not understand the basis on which the teacher grades, and sometimes the teacher makes no effort to explain it because she regards grading as her own personal province.

9. Only rarely do we find a teacher who makes an effort to encourage students to participate in grading their own work as one measure of growth in the values of the course.

10. Sometimes behavior and general congeniality between teacher and pupil is permitted to enter the grade and further its inaccuracy as a measure of development.

II. The "Pay-off" for Overselling

We have simply oversold the American public on the importance of good grades as a measure of what the student has gotten out of the school's courses. Youth reared in the belief that grades are the gold standard of educational exchange are not likely to change this evaluation suddenly when colleges emphasize them in admission requirements, employers take them to mean something definite, and parents ordinarily view with alarm any tendency of them to fall below the C level.

The whole credit paraphernalia of the present-day school has grown up gradually

The weaknesses of the present-day grading system are serious, but they are not so serious as the defects in secondary education upon which they focus attention. Grading can be reformed and can be made a valuable part of the educational procedure, connecting it constructively with learning at other points than the periodic showdown. But teachers must use it to encourage more work and better work, and they must allow the student to participate in judging his own work.

under the same national impulse that has produced our sharp division of process and product in industry, our tendency to misapply process analysis to concepts of value, and our destructive fragmentation of learning materials in the interest of what we like to call efficiency or mastery. This has resulted in our emphasizing learning in isolation, testing out of context, and leaving application to the initiative of the individual with the natural result the mechanization of education down to the last detail of mass production and interchangeable parts. Now we are being told that the bold abolition of grades will remedy this sad state of affairs, though the proponents of this move do not say how this would modify the classroom practices from which our grades have inherited most of their weaknesses.

If we had not gone so far in the fragmentation classwork with emphasis on discrete elements, if we had not always seemed to prefer to test the most specific elements in our courses to the neglect of the more important, if we had not encouraged competition for external standing with students often to the detriment of real progress in learning, we would not now be placed in the ridiculous position of trying to inaugurate major educational reform by the simple process of altering or abolishing labels. In the meantime we have carefully impressed a number of generations of Americans with the fact that certain gateways to opportunity are definitely closed to those who do not hold the necessary high grades in school. Our sudden magnanimous statement that they are unimportant, that they do not after all represent more than a fragment of the value of a course, remains rather unconvincing.

When the younger generation learns the high evaluation we adults place on the possession of grades, when parents inspect the report cards with a solemnity that threatens the family cosmos, is it any wonder that youth have taken on what the gangster calls a "pay-off" attitude. They work for grades definitely and we have not only taught them to do so, but we keep

¹Principal, Palo Alto Senior High School, Palo Alto, Calif.

the bargaining attitude to the fore by our continual ominous reference to approaching tests, to report-card time, and to what a poor showing on an examination may do to the future plans of the pupil.

III. Better Grading Through Better Work

The grading system has enough to answer for without our assuming that it is in a central position determining the numerous weaknesses of our public education. There is reason to believe that it merely focuses our attention on some of the glaring defects of our education without being the cause of these defects. Proponents of the plan to abolish grades do not face the more serious problems likely to be unaffected by doing away with grades or teachers' marks. There is no guarantee that their suggested substitutes will not be equally defective. One cannot visualize the proposed evaluative letter remaining individual, diagnostic, and accurate. It would almost certainly settle into one of several general types and take on the uncertain symbolism of grades.

It is not the grading system, but a whole host of difficulties less accessible to simple reform to which we should give our attention. Our school population contains many students who have resisted every effort to enlist them in any active pursuit of a learning program. Our educational practice has lapsed into a serious state if the only way these youths can be stimulated from complete passivity is through the threatened displeasure of a teacher armed with an assortment of grades some of which open while others close the gates of future opportunity.

Abolishing grades would not in and of itself alter the attitude of the youth who has grown up under the belief that he is working for the teacher, whose inner pressure for accomplishment goes up and down in response to the teacher's judgment, and who regards assignments as distasteful tasks to be courageously faced until the teacher's demand for the tangible fruits of effort has been appeased. If you doubt that this attitude is fairly common in our classrooms, consider how often groans attend the announcement of assignments, how frequently youth asks how many words they must write or how many pages they must read, or asks other questions implying how little they need know to pass the course.

The grading system is only one, though the most obvious aspect of mechanical efficiency fastened on the schools through our rapid expansion of mass instruction. The struggle for good grades is only the most observable point at which competition enters the school program as the result of overemphasis on individual absorption in an area of learning where the stress should be on cooperation. The most vicious aspect of grading is to be found in our encouraging rivalry with the accomplishment of others instead of focusing attention on the individual's own



H. W. Anderson
Superintendent-Elect,
St. Louis, Mo.

Dr. Homer W. Anderson, of Omaha, Neb., who has accepted the superintendency at St. Louis, Mo., for a four-year term, will assume the office on August 1.

Dr. Anderson was born in Chasburg, Wis., and was educated in the schools of La Crosse County and the city of La Crosse. Following his graduation from Highland Park College in 1910, he obtained his first teaching position in Morning Sun, Iowa.

From 1916 to 1917 he was director of research in Dubuque, Iowa, and during the period from September, 1917 to 1919, he was assistant superintendent at Omaha. In 1919 he was appointed assistant director in charge of research and building programs in Detroit, Mich.

In January, 1923, he became assistant superintendent of schools of Denver, Colo. He remained in this position until 1927, when he was elected deputy superintendent. In January, 1933, he resigned from the Denver position to become superintendent of schools at Omaha.

Dr. Anderson was one of a group of five nationally important men to be considered for the position.

progress. Prompt discontinuance of any application of the normal curve of distribution to small groups will be one step in the right direction. But all this only points to the fact that our grading practices are weak because of what goes on when the student is being graded and before. Our growing inclination to substitute testing for teaching, especially when our tests afford only superficial samplings of accomplishment, diverts the learner's attention from progress in the work to elbowing his way into a favorable place on the scale with his classmates. The best way to improve the grading system in our schools is to fix our attention on the materials going into the grade, to set about seeing to it that the minds of the teacher and the students meet on what accomplishment is to be expected, and thus to discourage the tendency of students to gamble on achieving a good grade. Stop rewarding good intentions, misdirected effort having only the characteristics of strain, and flashes of good work which brilliant students sometimes make though obviously profiting only by a sort of classroom osmosis.

IV. Self-Grading and the Educational Process?

Nothing can be done which will suddenly deflate the importance of grades in

the minds of young people who have entered high school over a series of specific hurdles largely measured by grades. The first step to the correction of this emphasis might be taken by the simple procedure of being sure the members of the class understand the basis on which grades are determined. This, needless to say, must have been preceded by the teacher's thorough mastery and understanding of her own system. It must be a scheme with some rational basis connected with learning at other points than periodic showdowns. Having established such a plan, time used in assuring that all members of the class thoroughly understand how to employ it will certainly not be wasted. The simple device of having the grading system carefully outlined and posted in every classroom would help.

A more fundamentally effective plan would be to work out some system by which youth can participate in grading their own work. This can be justified on the grounds that it is one of the most effective ways for assuring young people an added opportunity of acquiring a sense of values in the work they are doing. The simple device often used in mechanical-drawing courses of having specimen plates representing each of the different grades exhibited on the bulletin board with all of the teacher's corrections and alterations, illustrates what might be done in many fields. Having these displayed, the teacher might require that each student grade his own plate before he turned it to the teacher for the final assignment of the mark. Obviously the individual's ability to approximate the proper grade for his work would be taken as having some bearing on his achieving critical values in the course.

Students in a clothing class might be asked to criticize and evaluate their own garment before the teacher placed an estimate on its value. The ability of the student to detect defects in the workmanship, would itself be a significant matter and should be taken into consideration as a partial measure of the individual's progress. This would be decidedly different than the teacher from his own subjective resources attaching a grade with a finality that terminates interest in the learning performance as well as in the grading transaction.

What if students do work for grades? Is not the teacher in a position to determine how they work? Who is better able to penalize the how-little-need-I-do attitude and constructively award the assumption of an attitude of interest in the comprehensive aspects of the course? What if the student only assumes the attitude of interest with considerable pretense? Isn't this quite analogous to the person lacking courtesy learning it through trying to do the things that courteous people do? There is an element of pretense in all learning, especially in the early stages. Even a high grade of constructive pretense can be

(Concluded on page 79)

The School-Board Member Nobody Wants

C. E. Birch*

In a previous number of the *SCHOOL BOARD JOURNAL* ("Why Be a School-Board Member"—February, 1940), the writer discussed various types of school-board members who serve their communities in strikingly effective ways. Unfortunately, there are other types who are not making the most acceptable contributions; who are, in fact, frequently guilty of practices which are detrimental to the best interests of both children and communities represented.

It is the intention now to draw again from real life situations to illustrate kinds of disservice which are all too common. It is not claimed that any one individual is likely to be chargeable with all of these lapses from ethical standards. Nor is it to be urged that a board member who has committed one such indiscretion is to be forever after condemned. Rather, it is the purpose here to call attention sharply to certain practices and attitudes which, if persisted in, can but be harmful to the schools.

An ethical school-board member, according to a widely accepted code, "Abstains from soliciting any employee of the school to purchase any given commodity or service, such as real estate, insurance, or professional service."¹

It is just as objectionable for the board member to attempt to sell the school district his commodities or services. The board member who has a financial interest in selling goods or services required by the schools should either refrain from pushing his wares for district consumption or resign from the board.

Personal vs. Board Authority

Quoting again from the code just mentioned, an ethical board member "Assumes no personal authority in administering the work of the schools unless he has been instructed to do so at a board meeting."

The superintendent of schools and his assistants, supervisors, and principals are the proper persons to administer the work of the schools. For the board to step in and assume such authority, or to grant it to individual board members, is a grave breach of good faith and reflects unfairly on the administrators, unless, perchance, they are incompetent or insubordinate. There is no thought here of questioning the right of a board of education to adopt general policies governing the conduct of the schools, but it is the right of the administrators to manage the schools in conformity with such established policies and principles. Responsibility for carrying on the work of the schools in a professional manner must be placed somewhere. That place is not in the board of education.

From the same source we quote again: "Abstains from seeking to perform the duties of the superintendent of schools or any other employee—such as selecting teachers, textbooks, promotion or placement of pupils."

Nothing can disrupt and upset the proper functioning of a school system quicker or more completely than repeated violations of this ethical standard. For the board as a whole, or for individual members, to undertake to instruct teachers and other school employees as to how they shall teach or perform other technical duties, especially when such instructions run counter to the plans inaugurated by the superintendent and his assistants, is a serious violation of the basic principles of good school administration. Out of such actions there can very easily arise a situation in which the employee is faced with the choice of obeying his superintendent or principal, or the board member. No self-respecting administrator can permit his authority to be compromised in this fashion.

Personal Advantage and Fair Play

Without consuming time and space for further verbatim quotations from the same or other sources, it will suffice to add that the ethical board member does not seek personal advantage for himself, for members of his immediate family, or for more distant relatives. He plays fair with the employees of the school system by supporting a salary schedule or policy which provides living salaries and opportunities necessary for professional growth. He refrains from public criticism of any teacher or other employee, reserving comments and information for the ear of the proper administrative officer, or he may present them for consideration by the board in regular session.

The board owes to its chief educational officer—the superintendent—complete information about matters which are being considered by the board and grants him, in any well-regulated organization, the privilege of being in attendance at all meetings of the board or of its committees. An ethical board will never meet secretly or issue secret instructions to a school official subordinate to the superintendent. Most emphatically this is true when such instructions annul or interfere with the program developed by the superintendent in the performance of the duties for which he is employed.

There are few who will question the propriety of these ethical standards. Without the observance of proper professional courtesy in such matters, no school system can be developed successfully, nor can a good school system continue to be good.

These standards are so sensible and their wisdom is so self-evident that their justice can hardly be disputed.

Some Actual Examples

Why, then, should there be need for further elaboration of this subject? Simply because there are still board members who are either ignorant of or willful violators of the standards here discussed. This can best be illustrated by citing actual cases. These have either come under the observation of the writer, or have been related to him by school administrators and board members in whose word he has full faith. They are not selected from any one particular locality. The most of them can be duplicated in the experience of most superintendents and board members.

EXAMPLE 1. A board member, engaged in a retail business, attempted on several occasions to make sales to the school system which he was elected to serve, even for amounts exceeding limits prescribed for open-market purchases. He desired business for himself which could legally be given only to nonboard members, and then after competitive bids were received. This was a source of frequent embarrassment to the superintendent and to other board members.

EXAMPLE 2. A board member instructed an elementary school principal not to promote a certain pupil "until he had passed standard examinations applicable to his grade." This was done in the face of the fact that the superintendent had authorized and directed that certain overage or oversize pupils be sent on when it was apparent that they would profit more from the work of the succeeding grade or school than by being retained with much smaller and younger children. This led to a direct conflict of authority between the superintendent and this individual board member. Decisions of this kind are technical matters to be worked out by those directly in charge of instruction and must be handled entirely by the administrative staff if consistent and harmonious school conditions are to be maintained.

Unfair Discrimination in Appointment

EXAMPLE 3. A board member, learning from the superintendent that a certain individual was to be recommended for employment on the school staff, canvassed other members of the board and secured the pledges of a majority to defeat the superintendent's nomination. There was no claim of unfitness other than that the candidate was of a certain religious group. This discrimination was not only contrary to the rules of the board itself, but violated the principles which should govern school

*Lawrence, Kans.

¹AMERICAN SCHOOL BOARD JOURNAL, July, 1925.

administration. Finally, it was contrary to the spirit of our national Constitution.

EXAMPLE 4. A board member sought to secure savings sufficient to employ an additional teacher by withholding increments which were due to teachers already in the system, and which teachers had a right to expect they would receive.

EXAMPLE 5. A board member sought, "as a special favor," to have a relative employed in the school system.

EXAMPLE 6. A board member sought to discontinue the monthly bulletin issued by the superintendent. The purpose of the bulletin was to keep teachers and patrons informed concerning the work and policies of the school system. The opposition to the bulletin was ostensibly "so that the superintendent would not waste time preparing the bulletin which might be spent in supervising the schools." This board member overlooked the fact that suitable school publicity is an essential part of supervision, and the further fact that much of the work was done in what might have been leisure time for the superintendent. Had the health of the superintendent suffered by reason of this additional work which he performed with pleasure and satisfaction, there might have been a valid ground for the objection. There was no claim that the bulletin was expensive or that it contained materials which were unsuitable. This seems a clear case of an individual board member presuming to dictate in matters which were not his to direct.

Open House for Complaints

EXAMPLE 7. A board member made his place of business an open house for receiving complaints from dissatisfied teachers and disgruntled parents.

EXAMPLE 8. A board member sometimes disclosed information which he received in confidence and to which the public was not entitled for the reason that no good purpose could be served and much harm might come from its spread.

EXAMPLE 9. A board discontinued the services of its superintendent without giving him advance notice that such action was contemplated. No charges were made and no reasons given. It may, or may not, be pertinent to mention that this man was unable to secure further school employment after his dismissal. He returned to his boyhood occupation, farming, and was soon thereafter accidentally killed while trying to operate farm machinery with which he was not entirely familiar.

EXAMPLE 10. A board did not approve of the type of instruction program carried on by its superintendent. To counteract that program, the board met in a secret session and instructed an assistant to inaugurate other methods. No direct notice was given the superintendent, either of the dissatisfaction or of the intention to change the existing plans.

EXAMPLE 11. A board elected a teacher



Herbert E. Wrinkle
Superintendent-Elect,
Oklahoma City, Okla.

Mr. Wrinkle, who has recently been elected superintendent of schools at Oklahoma City, Okla., was formerly head of the school system at Bartlesville.

Born in Hazelgreen, Mo., in 1892, Mr. Wrinkle attended the rural schools in Missouri and completed his high-school studies at Teachers' College, in Springfield. He was graduated from Teachers' College, and obtained his A.B. and Ed.M. degrees from the University of Oklahoma at Norman. His graduate studies were carried on in the Colorado State College of Education at Greeley.

After teaching in the Missouri rural schools for three years, he was appointed principal of the high school in Welch, Okla., where he remained four years. He was superintendent at Comanche for four years, and then became superintendent at Healdton for one year. Going to Duncan, he remained there for three years, and resigned to accept the superintendency at El Reno. Here he remained for five years, and then resigned to become superintendent at Bartlesville, where he has been located continuously for five years.

Mr. Wrinkle is president of the Central Oklahoma Education Association and of the Department of School Administration of the Oklahoma Education Association, and is a member of the State Educational Policies Commission. He is widely known as a writer on educational subjects.

who had not been nominated by the superintendent, although the rules of the board gave the superintendent the right to make all nominations. It also ignored its own adopted rules and policy as to the employment and promotion of teachers in the system. "Business interests" dictated the election.

EXAMPLE 12. A board held a closed meeting from which the superintendent of schools was barred. Several of the board members were sitting in that body for the first time. Certain schools were abolished and other far-reaching changes were made.

Shaken Morale Causes Bad Teaching

Enough examples have been cited to show that a school system in which the board and its administrative head are working at cross-purposes can hardly succeed. No business could succeed under like conditions. A board which is dissatisfied has the undoubted right to change superintendents, but while a superintendent is in charge, it is unbusinesslike and highly unprofessional to interfere with the func-

tions which are his to direct. The wrong is not alone to the superintendent, but to the teaching staff. When morale is shaken, instruction suffers. Eventually it is the public that loses. Democracy does not give individuals not officially responsible the right to take a hand in "running the schools." Being a taxpayer does not give the right to dictate policies. There are orderly and lawful means provided for accomplishing changes. Trying to evade and short-circuit the process is not democracy; it is anarchy.

Once the superintendent is chosen, he has a right to receive wholehearted support and to be accorded the professional privileges belonging to his office. A quotation from "The School Board Member," a research publication of the National Education Association, defines his relation to the school board in these words:

"The superintendent is the technical adviser of the board. Aside from presenting facts and recommendation, he does not take part in its procedures. He is not a member of the board; he has no vote. Nevertheless, as educational counselor, he should attend every board meeting unless it is one in which his own employment or salary is being discussed. . . . His recommendations, though merely advisory, should have an important influence over the board's deliberations."

This same authority, with reference to the time and place of board meetings, says:

"There should be a regular place for the meeting as well as a regular time. . . . It is good policy for the board to avoid even the appearance of secrecy or intrigue. If the board carries on its work as it should, however, there will be few visitors."

Superintendents, especially those who have had a long period of service in one locality, may also become, perhaps without being conscious of it, too exacting. They may demand or exercise too much authority, forgetting that the schools in the final analysis belong to the people.

There is a golden mean, and both board members and superintendents should seek constantly to practice ethical conduct, with tolerance, sympathy, and a genuine desire to work together for the great objectives of the public schools. Those who are unwilling or unable to do so should sever, voluntarily, their connection with the schools. The responsibilities are too great to permit playing politics or attempting petty dictatorships.

FORT WORTH TRAINING PROGRAM FOR CUSTODIANS

The board of education of Fort Worth, Tex., held a summer short course for school custodians and engineers, June 10-14. The course was sponsored by the employees of the school maintenance department and covered five aspects of the subject. These were: (1) general school custodianship, (2) school housekeeping, (3) heating and ventilating of buildings, (4) school-plant maintenance, (5) landscaping, and (6) building management.

Use of Specifications in Purchasing School Supplies

John A. Jimerson*

It will be taken for granted that school administrators and other purchasing agents desire to effect economies in the purchase of school supplies. It will be assumed further that they are aware of the possibilities of savings in this area. The fact that there is great variation in the prices asked by vendors indicates that some school officials are paying too much for part, or all, of the goods they buy. This wide variation in price quotations induced the writer to undertake a study of the general problem of school supply purchasing.

Practical experience in purchasing supplies, and a survey of studies dealing with school supply purchasing convinced the writer that standardization of school supplies would result in substantial savings, and that standardization could best be done if goods were purchased on the basis of specifications.

Since the term specification is so often loosely used, it is important that the word be defined. As used in this article, a "specification" will be a description of an article sufficiently exact to set a definite standard in relation to kind or quality, or to prescribe the limits within which the article may vary in kind or quality from a given standard.

With the view to securing and compiling specifications, inquiries were sent by the writer to a number of cities which were reported to be using, to a considerable degree, specifications in the purchase of supplies. In response to these inquiries, a number of so-called "specifications" were secured. These proved to be, in the main, merely bid sheets in which the articles desired were listed by trade names and numbers "or equal." For only two articles were copies of actual specifications available. It would appear that few schools use specifications at all, and these few only for a very limited number of articles.

Since specifications are so widely used in industry and the use of specifications is so generally advocated among authorities in the field of school administration, it is believed that the practical difficulties encountered in their use outweigh the theoretical advantages. Perhaps the chief difficulty has been that specifications have not been available to purchasing agents. So far as the writer has been able to learn, few attempts to collect and compile specifications have been made. "A 'Consumer's Research' in School Supplies," by Brown and Byall,¹ contains specifications for a number of items. The writer has written or compiled

specifications² for 90 items or grades of products.

Another source of difficulty has been the lack of cooperation among vendors themselves. There are two reasons for this lack of cooperation. Unscrupulous dealers do not want to be compelled to secure business on the basis of competitive bids based on specifications. They know that successful use of specifications will result in the exclusion of inferior merchandise, and that excessive prices cannot be charged. On the other hand, many reputable and conscientious dealers oppose the practice of competitive bidding. They fear that the specifications will not be rigidly adhered to, and that merchandise of low quality will be brought into competition with the better product. Until techniques for testing and checking the quality of school supplies have been made available to the consumer, this latter objection is well founded.

Two things, then, need to be done: (1) Specifications now written must be made available to the consumer, and specifications for additional items must be prepared. (2) Techniques for testing or checking the quality of school supplies must be developed.

Specifications Available to Consumer

Specifications now available to the consumer may be classified into two groups: (1) specifications from governmental agencies, (2) specifications secured from sources other than governmental agencies. The two studies previously referred to in this article contain complete copies or excerpts from the specifications used in many governmental agencies. The Federal Standard Stock Catalog, prepared by the Department of Commerce, Washington, D. C., contains lists of supplies for which specifications may be secured from these sources. Included in this list are many items for supplies used by schools. This catalog may be secured from the Superintendent of Documents, United States Government Printing Office, Washington, D. C.

Specifications from sources other than governmental agencies may be classified as follows:

1. Simple formulae taken from trade publications and professional literature for supplies which may be readily prepared by the consumer himself, or may be secured from dealers.

2. Specifications written on the basis of

¹Brown, Edwin J.; Byall, Russell D.; A "Consumer's Research" in School Supplies, Kansas State Teacher College Bulletin of Information, Emporia, Kan., September, 1936.

²Jimerson, John A., "Specifications for the Major Items of School Supplies," Doctor's Thesis, University of Nebraska, June, 1940.

information gleaned from trade journals, letters from companies, professional literature, etc.

3. Specifications taken from trade journals, association publications, and professional literature.

4. Specifications written by dealers or manufacturers at the request of the consumer.

Simple Formulae for School Products

Many products may be prepared by the consumer. Furniture polishes often consist of a light grade mineral oil, sometimes scented and colored. High-grade floor oil makes a satisfactory furniture polish. Furniture polishes, specifications for which follow, have proven satisfactory.

Raw linseed oil, 1 pt.; turpentine, 2 pt.; beeswax, 1 to 2 oz. Dissolve beeswax in the linseed oil over hot water (not over open flame). Remove from heat, add turpentine, and mix. Shake well before applying.

Raw linseed oil, 1 pt.; denatured alcohol, 1 pt.; water, 3 pt. Shake well before applying. Do not use on lacquer.

Specifications Prepared from Trade Journals

Specifications may often be prepared by the school administrator on the basis of information gleaned from trade journals or from advertising circulars, etc. The writer prepared specifications for school chalk in this manner. Perusal of trade literature and an examination of information available in professional magazines indicated that school chalks contain two essential ingredients, namely, English Cliff-stone or white clay, or both. On the basis of this information, specifications for chalk were written and sent for criticism to companies dealing in this product. Minor alterations in the specifications were suggested by the companies. The specifications below resulted from this process.

Number 1 "Dustless" Crayon. Made from not less than 95 per cent English Cliff-stone combined with water and binding material, not to exceed 5 per cent on a dry weight basis, free from grit or any hard substance.

Number 2 "Dustless" Crayon. Made from not less than 47½ per cent English Cliff-stone, not more than 47½ per cent white clay, combined with not to exceed 5 per cent water and binding material on a dry weight basis, free from grit or any hard substance.

Number 3 Common Chalk. Made from not less than 95 per cent calcium sulphate combined with water and binding material, not to exceed 5 per cent on a dry weight basis, free from grit or any hard substance.

Standardization by Trade Associations and Governmental Agencies

Many associations of dealers have classified and standardized their products. Some have prepared rigid and dependable specifications for various items. The National

*An earlier paper on the problems of "Purchasing School Supplies" appeared in THE JOURNAL for June, 1940. The author is executive dean of the Peru, Nebraska, State Teachers College.

Hardwood Lumber Association, 2408 Buckingham Building, Chicago, Ill., has classified hardwood lumber in their bulletin, "Rules for the Measurement and Inspection of Hardwood Lumber." Yard lumber is described and classified in "Simplified Practice Recommendation R16-29," published by the Bureau of Standards, United States Department of Commerce, Washington, D. C. "Standard Specifications for Portland Cement" may be secured from the American Society for Testing Materials, 260 South Broad Street, Philadelphia, Pa. The American Society for Testing Materials has prepared also three bulletins relative to coal grading, ranking, and testing. Bulletin D389-37 deals with the classification by grade; D388-38 indicates classification by rank, D431-38 relates to the designation of the size of coal from its screen analysis. Specifications and descriptions of soaps, insecticides, and disinfectants are found in the "Blue Book and Catalogue" published by MacNair-Dorland Co., Inc., 254 West 31st Street, New York, N. Y.

Specifications by Dealers

The cooperation of reputable dealers in school supplies may often be secured by public school officials in their attempts to prepare specifications. A number of specifications have been written at the request of the writer by vendors of products intended for school use. Such specifications should be sent to competing companies for criticism and validation. Three examples of specifications secured in this manner follow:

Specifications for Blackboard Erasers

No. 1. Erasers 5 in. long, 2 in. wide and 1 in. deep, constructed of 6 all long-fiber wool erasing felts, free from shoddy, excessive sizing and fillers (American Felt Co. No. 5530; Felters Co. No. 1756 and No. 1750; Standard Felt Corp. No. 551 and No. 556; or Western Felt Works No. 1257-X and No. 1100-X) at least 5 in. long, $\frac{3}{4}$ in. wide, and $\frac{3}{16}$ in. thick, securely cemented to a $\frac{5}{16}$ in. wood back 2 in. wide and 5 in. long. The edges of the wood back shall be taped with a red taping felt (Western Felt Works No. 5344, shade No. 122) $\frac{5}{16}$ in. wide. Packed 12 erasers to the box.

No. 2. Erasers 5 in. long, 2 in. wide and $1\frac{1}{4}$ in. deep, constructed of 6 all long-fiber wool erasing felts, free from shoddy, excessive sizing and fillers (American Felt Co. No. 5530; Felters Co. No. 1750; Standard Felt Corp. No. 556; or Western Felt Works No. 100) at least 5 in. long, 1 in. wide and $\frac{5}{16}$ in. deep; securely sewed with double lock stitch (7 stitches to the inch) to a backing (American Felt Co. No. 51016; Standard Felt Corp. No. 559) 2 in. long, 2 in. wide and a full $\frac{5}{16}$ in. thick. Packed 12 erasers to the box.

No. 3. Erasers 5 in. long, 2 in. wide and $1\frac{1}{4}$ in. deep, constructed of 6 all long-fiber wool erasing felts, free from shoddy, excessive sizing and fillers (American Felt Co. No. 5530; Felters Co. No. 1756 and No. 1750; Standard Felt Corp. No. 551 and No. 556; or Western Felt Works No. 1257-X and No. 1100-X) at least 5 in. long, 1 in. wide and $\frac{5}{16}$ in. thick; outer felts to be singly sewed and inner felts doubly sewed to a backing 5 in. long, 2 in. wide and $\frac{1}{8}$ in. thick (American Felt Co. No. 51016; Standard Felt Corp. No. 559). After sewing, the back to be further reinforced with a stiff backing 5 in. long, 2 in. wide and $\frac{3}{16}$ in. thick (American Felt Co. No. 51016; or Standard Felt Corp. No. 559). Packed 12 erasers to the box.

Specifications for School Papers

"D" Grade White Tablet Writing.

Pen and ink, substance either 17 by 22-16 lb. or 20 lb.

Tub sized for writing, smooth, no gloss-cotton roll finish, not supercalendered. Opacity 16 lb.-78 lb. 20 lb.-84%. Mullen test for strength: 16 lb.-Average 19.2 points. 20 lb.-Average 23.1%.

Paper to contain no groundwood.

"B-C" Grade White Tablet Writing.

Substance 17 by 22-20 lb.

Hard sized for ink, not supercalendered. Blue-white color. Opacity 20 lb.-72%.

Mullen test 20 lb.-29.6 points.

No. 5 Grade Mimeograph.

Sized for ink signature, quick drying, no groundwood.

Pronounced tooth to insure against offsetting.

Substance 16 lb.-Opacity 80%.

Substance 20 lb.-Opacity 84%.

Substance 24 lb.-Opacity 86%.

No. 4 Grade Mimeograph.

All bleached Sulphite, substance 16 lb.-20 lb.-24 lb.

Rapid drying, sized for ink signature. Blue-white color.

No. 5 White Drawing Paper.

No groundwood. Sulphite and soda pulp. 24 by 36-60 lb. and 80 lb. Sized for ink and water color.

Mullen test 60 lb.-20.5 points. 80 lb.-28.5 points.

No. 4 White Drawing Paper.

High bulk. Very rough, broken drawing surface on one side for water color and pencil—the reverse side smooth for ink sketches.

Mullen test 80 lb.-37 points.

Manila Drawing.

Standard 24 by 36-55 lb.

Groundwood and sulphite content. Cream and gray color. Sized for ink and water color.

Rough drawing surface.

Mullen test 20.9 points.

Mechanical Drawing.

Rag content and sulphite. Sized for ink drawing.

Must take 5 erasures without surface breaking or rubbing. Three colors—white, green, buff.

Super Bogus Paper.

For pencil, charcoal and tempera. Bulk 1/13 in. to 100 sheets on 24 by 36-68 lb. Mullen test-Average 20 points. Gray.

Regular Bogus Paper.

For pencil, charcoal and tempera. Bulk 1-1/10 to 100 sheets on 24 by 36-90 lb. Gray.

Specifications for Floor Brushes

No. 1. Blocks — kiln dried hard maple wood.

Handles — standard kiln dried hard maple wood, 5 ft.

Holes must be bored full $\frac{1}{2}$ in. depth. Casing holes $\frac{1}{4}$ in. diam. Center holes— $11/32$ diam.

Bristle—Siberian, extra stiff, gray and yellow horsehair, highest grade, cut from above 27 in. length, sometimes called weaving hair, sterilized and extra stiff.

Fiber—German patent fiber.

Bristle—85% by weight not count.

Hair 10% by weight not count.

Fiber 5% by weight not count.

Stock (before brush being set up)—all bristle shall be full 5 in., taper not allowed beyond 10%, hair and fiber full 100%, $4\frac{1}{4}$ in. must be mixed to insure all brushes to be alike in quality.

Measurement of stock (after brush is set up) full $4\frac{1}{2}$ in. from edge of block allowing in some cases $\frac{1}{8}$ in. for trim.

Knots must be double dipped in No. 1 Brushmaker pitch (or oil and waterproof cement), wrapper not less than 5 times; all workmanship must be No. 1 or otherwise should be rejected.

All brushes to be packed 2 brushes per paper carton, 6 cartons per shipping case, in cases of 18 or 24 in. brushes; all brushes must be packed one brush per paper carton, 12 brushes per shipping carton.

Indicate number of filled holes per block and whether all holes are filled.

No. 2. Blocks to be made of kiln dried hard maple.

Handles—standard kiln dried hard maple, 1 $5/6$ in. in diameter by 5 ft. long.

Standard thread.

Holes to be bored $\frac{1}{2}$ in. in depth. Casing or outside holes $\frac{1}{4}$ in. diam. Center holes— $11/32$ diam.

To be made of 85% bristle by weight not count. 10% horsehair, 5% patent fiber.

The bristle content to be 50%, $4\frac{1}{2}$ in. full length, best grade, gray or yellow Siberian bristle; 50%- $4\frac{1}{2}$ in. Black Chungking China bristle.

The horsehair to be stiff, sterilized high grade horsehair cut from 27 in. or longer lengths.

The fiber to be polished patent fiber.

The bristles, fiber, and hair are to be thoroughly mixed so as to give uniform texture throughout the brush.

The measurement of the stock after the brush is made to be full 4 in. out of block.

Each knot to be double dipped in best quality brushmaker's pitch (or oil and waterproof cement).

Wound not less than four times.

All brushes to be packed in individual paper cartons and 12 to a fiber shipping case. All workmanship must be first class.

Indicate number of filled holes per block and whether all holes are filled.

Note. While the above specifications were approved by two or more competing companies, minor alterations were suggested by some. Designation of a brand of felt "or equal" was recommended for the erasers by one company. Wider tolerations in the specifications for papers were recommended by two companies. In brushes variations in the type or length of bristle, etc., may be desirable, depending on the consumer's need.

Use of Specifications

Where supplies are purchased on the basis of competitive bids, each dealer invited to submit quotations should be provided with a bid sheet indicating the amount of each item to be purchased. The bid sheet should be accompanied by the specifications for each item for which quotations are desired. Time and place of delivery should be indicated.

The following form is suggested as meeting the requirements of a satisfactory bid sheet:

GENERAL PROPOSAL BLANK No. —

SCHOOL DISTRICT OF YORK

COUNTY OF YORK

YORK, NEB.

PROPOSAL

for EQUIPMENT AND SUPPLIES

June, 19—

BIDDER Bidder Sign here

ADDRESS

PROPOSAL FOR EQUIPMENT & SUPPLIES,

York, Nebraska

To the Board of Education of the School District of York, County of York in the State of Nebraska.

We have carefully examined the specifications for the equipment listed herein. We propose to furnish all equipment and supplies in accordance with the specifications for the following schedule of prices. To wit:

In columns of appropriate width the form permits the bidder to tabulate:

1. Item Number.

2. Quantities.

3. Description of Articles.

4. Unit Price.

5. Total Amount of Bid in Dollars and Cents.

Even when competitive bids are not desired, specifications will be useful. They set minimum standards of quality for school supplies. Purchasing agents may use the specifications as a basis for determining

the quality of products to be purchased. Any dealer may be required to furnish an analysis of his own product, which analysis, in comparison with the standards set in the specifications, would serve as a basis for determining relative quality. Should a standard of quality be desired other than that set up by any given specification, the details of the specification may be changed to establish the requirements for the quality of the article desired by the consumer.

Checking for Quality

The following methods are recommended as of value to the consumer in his attempts to see that the product purchased approximates in quality the standards set by the specifications upon which the order was based:

1. He may avail himself of the certification plan of the National Bureau of Standards.

2. He may require the vendor to make a sworn statement that the product sold meets the specifications sent with the purchase order.

3. Samples of the goods delivered may be submitted to governmental or commercial agencies for test.

4. With such facilities as are available, the purchaser may test the product himself.

The Certification Plan

The Certification Plan of the National Bureau of Standards is intended to facilitate the use of specifications by the purchaser, where adequate facilities for testing are not available, or because the costs of commercial tests are prohibitive. The plan provides for the compilation and distribution by the National Bureau of Standards of lists of supply sources of commodities covered by selected federal specifications and commercial standards. The bureau has compiled a list of firms who are "willing to certify" that the material supplied on the basis of selected specifications and standards does actually comply with the requirements and tests thereof, and is so guaranteed by them. A list of firms which are "willing to certify" their products may be secured from the National Bureau of Standards, Washington, D. C., upon request.

Misrepresentation under the certification plan is equivalent to obtaining money under false pretenses. Existing laws relating to contracts are adequate to take care of violators. Since those who violate the law will deprive competitors of business rightfully belonging to them, competing firms are likely to render valuable assistance in detecting fraud, and punishing firms who violate contracts.

The "Sworn Statement" Plan

Where it is not convenient to order from firms included in the "willing to certify" list, or when commodities are being purchased which may not readily be secured from vendors included in the list, a modifi-

cation of the plan may be used. The school administrator may send with his order for supplies copies of the specifications for the items included in the order. He may notify the vendor that the vendor will be required to make a sworn statement that the products delivered do comply with the specifications. This plan was used by the writer with excellent results. So far as limited testing facilities were available, all items purchased under this plan were found to be satisfactory and appeared to meet the standards set by the specifications.

The following form, approved by competent legal authority, is recommended:

Lincoln, Nebraska
August —, 19 —

We hereby certify that the supplies listed and enumerated in Proposal Blank Number 1 of the school district of Peru, Nebraska, dated June —, 19 —, were shipped f.o.b. Peru, Nebraska, July —, 19 —; that the quantity shipped complied with the requirements of the proposal blank with the exception of such items as are here-in-after stated that each product shipped for which specifications were attached to the Proposal Blank is of the kind and quality required for the specifications; that for such items as specifications were not attached but descriptions, catalogue numbers, or trade names were given, that the goods shipped complied with such descriptions and designations except where goods equivalent in kind and quality were substituted; for each item where a substitution was made, we guarantee that the article substituted is the equivalent in kind and quality of the article listed in the Proposal Blank, and that it will perform the duties of the article for which it was substituted adequately and to the same effectiveness.

.....
By
Subscribed and sworn to before me this day of 19 —.

Notary Public

Testing by Governmental and Commercial Agencies

Replies to letters sent to State Superintendents of each of the 48 states indicate that there is little help to be expected from governmental agencies. Replies were received from each superintendent to which a letter was sent. The superintendent of only one state indicated that school administrators could secure tests from state agencies. Esther Anderson, State Superintendent of Wyoming, writes as follows: "It is possible for any school administrator in the state to have certain products checked by the State Chemist. Of course, not all school supplies could be referred to the State Chemist for checking. There is no charge for this service."

Tests by Commercial Agencies

Tests by commercial agencies are ordinarily so costly as to be prohibitive to the small school. Large schools and groups of schools organized for cooperative buying might well avail themselves of the services of commercial agencies. Many commercial firms selling school products have expressed a willingness to assist school purchasing agents by testing products where the purchaser has reason to believe that the prod-

uct received is definitely below the standard specified in the purchase order. Of course, such tests made by a competitor might be viewed with considerable doubt. However, if the result of the test indicated the product did meet the standard, the result could be accepted with considerable assurance.

Cooperative Testing

So far as the writer has been able to determine, no plan for cooperative testing is in use in the public schools. However, cooperative testing is done by the Educational Buyers Association, 11 Waverly Place East, New York, N. Y., which is composed of purchasing agents of colleges. A letter received from Robert B. Jenkins, Executive Secretary, states,

EBA sponsors the development of educational purchasing as a profession; encourages efficient purchasing by effecting savings through national and local contracts; by studying price trends and disseminating product and product testing information; by being represented in legislative matters affecting educational institutions.

The letter states further,

The Association, through its buying division, the Educational and Institutional Cooperative Service, Inc., is helpful to effect savings for members by cooperative and pool purchasing on contracts held by the Cooperative with leading industrial firms.

It would appear that associations for cooperative testing might well be formed under the leadership of organizations of school administrators or other types of associations composed of school officials and teachers. A cooperative testing program could be instituted at relatively low cost per school.

Practical Tests Used by Schools

Investigation disclosed that but few schools are attempting to test the quality of supplies. However, a few are testing some of the products purchased, and from these schools a number of simple, practical tests were secured. School laboratories and other available facilities could be utilized for testing purposes to a much greater degree than is being done. The tests for paper towels which follow have demonstrated their efficiency repeatedly in school use. They will serve as illustrations of the type of testing which may be done in any school regardless of its size or the amount of its equipment.

Tests for Paper Towels

a) Fold towels of various types or brands and place vertically in a transparent container of water. Note the absorption as indicated by the rise of the water through capillary action.

b) Hold the towel in a horizontal position. Drop a small, carefully measured quantity of water on the towel to determine the amount of time in seconds necessary for the water to be absorbed.

c) Immerse the folded towel completely in water. Allow to remain a specified time. Taking hold of the ends of the towel, determine the relative force needed to pull the towel apart.

d) Weigh the dry towel on a small accurate scale. Immerse the towel in water until it has reached its maximum absorption. Place the towel on the same scale to determine the amount of water absorbed.

Steps in Inaugurating Compulsory Retirement in Highland Park, Michigan

W. H. Lemmel¹

On March 14, 1939, the board of education of Highland Park, Mich., adopted the following plan for retiring all certificated employees eligible for retirement under the Michigan Retirement Law:

All who are 70 or reach the age of 70 on or before July 1, 1939, be retired this year.
All who reach the age of 69 on or before July 1, 1940, be retired on that date.
All who reach the age of 68 on or before July 1, 1941, be retired on that date.
All who reach the age of 67 on or before July 1, 1942, be retired on that date.
All who reach the age of 66 on or before July 1, 1943, be retired on that date.
All who reach the age of 65 on or before July 1, 1944, be retired on that date.

The above action on the part of the board was taken only after sentiment both on the part of the teachers affected and the general public had been sounded, and the board of education themselves had debated the question in three or four board meetings held during the preceding months. The superintendent in presenting the matter for the first time to the board in a letter of January 5, 1939, said:

Probably the best argument it is possible to advance against a rigid retirement age is that sometimes employees at the retirement age are still in good health, vigorous, and efficient. Those advocating the compulsory retirement age, however, point out that for each person who is in vigorous and good health, there are others incapable of rendering satisfactory service and in the interest of the children should be retired. It has been argued that those in position of authority should make decisions on which employees are sufficiently vigorous in mind and body to retain, and eliminate those approaching senility. Experience has shown, however, that school administrators and boards of education, either because of many other responsibilities which usually come up about teacher election time, or because of their belief that they are incapable of deciding each individual case fairly, usually shirk this responsibility much longer than they should or until the aged employee is so completely broken in mind and body under the strain of his work that he is forced to resign voluntarily. Another advantage of having compulsory retirement is that it provides a greater number of young people an opportunity to start their life's work. In our civilization youth has found it increasingly difficult in recent years to find employment. With a reasonably satisfactory state retirement law as Michigan has, boards of education have an opportunity to help some of our younger teachers find employment by retiring those who have earned their reward. Experience has clearly shown that whenever a board adopts a compulsory retirement age, it is advisable to make no exceptions to the rule. In commenting upon the question of a mandatory retirement age, the April, 1937, issue of *The Nation's Schools* says:

"The adoption of a mandatory age retirement policy is a sensible one for any institution. While occasionally it may work a hardship on an individual who is still in his prime, it generally operates to the eternal improvement of the institutions. For every individual who might pos-

sibly be retained at least nineteen require retirement. It is impractical administratively to make exception to this general rule."

Perhaps the most publicized case of retirement in recent years was that of Dr. William Hurd Kilpatrick of Columbia University, who is perhaps one of the most outstanding teachers of all times. He reached the retirement age of 65 two years ago, and thousands of alumni of Teachers College petitioned the board and the dean to retain his services. The board, however, held that the best interest of the institution demanded that no exception to the general rule be made. If exceptions are made, the benefits accruing from a fixed policy are somewhat obviated because the same uncertainty results as is the case where a board has no rule covering compulsory retirement.

Below is tabulated a list of states and cities showing the policy of their board of education regarding compulsory retirement. This information is based upon questionnaires sent to a number of cities and the report of the Research Department of the National Education Association.

The following states have compulsory retirement at age 70: Connecticut, Louisiana, Maryland, Massachusetts, Montana, New Jersey, New York, Ohio, Pennsylvania, Texas, and Utah. Most of them also have provisions that the individual may retire at age 60 and receive the benefits of the retirement fund provided he has met the other standards required for the retirement annuity.

Below is a list of cities having compulsory retirement, indicating at what age retirement is compulsory.

<i>Age 75</i>	<i>Age 66</i>
Grand Junction, Colo.	Evansville, Ind.
<i>Age 70</i>	Fort Wayne, Ind.
Aurora, Ill.	Indianapolis, Ind.
Baltimore, Md.	Southbend, Ind.
Bowling Green, Ky.	Terre Haute, Ind.
Cedar Rapids, Iowa	<i>Age 65</i>
Des Moines, Iowa	Atlanta, Ga.
Detroit, Mich.	Berkeley, Calif.
Grand Rapids, Mich.	Chicago, Ill.
Joliet, Ill.	Chicago Heights, Ill.
Lexington, Ky.	Cicero, Ill.
Milwaukee, Wis.	Columbus, Ohio
Newport, Ky.	Dayton, Ohio
Moline, Ill.	Fort Worth, Tex.
Peoria, Ill.	Greeley, Colo.
Providence, R. I.	Evanston, Ill.
San Francisco, Calif.	Knoxville, Tenn.
Springfield, Mo.	Los Angeles, Calif.
Topeka Kans.	Oak Park, Ill.
Spokane, Wash.	Omaha, Neb.
Washington, D. C.	Pasadena, Calif.
Wilmington, Del.	Portland, Ore.
<i>Age 68</i>	Rockford, Ill.
Elgin, Ill.	Quincy, Ill.
Rock Island, Ill.	<i>Age 60</i>
Sioux City, Iowa	Oklahoma City, Okla.
<i>Age 67</i>	Racine, Wis.

Of the five largest American cities, New York, Philadelphia, and Detroit have compulsory retirement at 70, while Chicago and Los Angeles retire their employees at age 65. So far as I have been able to determine compulsory retirement has been fixed in all cases between the ages of 60 and 70 except Grand Junction, Colo., which fixes the retirement age at 75. Practically all of the superintendents where the compulsory retirement age is 70 seem to feel that the age of retirement should be fixed somewhat earlier. As to setting the time at which the retirement age is to be reached during the school year, it would seem desirable in the light of the practice of other communities, to designate that those who reach the retirement age on or before some specified day, say July 1, be retired at the end of the school year preceding July 1.

In formulating a policy for the schools of Highland Park, the board has several options among which choice may be made.

1. Continue the present policy of debating individual cases each year without having any definitely formed policy regarding the matter.

2. Establish a definite retirement age sufficiently high so that only the employees of more than average longevity will be affected by the policy.

3. Establish a retirement age at a point where most teachers are capable of rendering reasonably efficient service to the children, and then retire them under the state retirement law which will pay most of our teachers approximately \$100 per month during the remainder of their lives.

If the board decides to adopt a fixed program of compulsory retirement, and if they should decide to fix this age at less than 70, it would be desirable to give all employees reasonable notice of what course of action the board proposes to pursue. If an age less than 70 is established, I would suggest that we retire all employees who reach the age of 70 on or before June 30, 1939; that the following year we retire all those who reach the age of 69 on or before June 30, 1940; dropping the age one year each year until we reach the retirement age which the board feels is proper. If no retirement age is adopted or if the retirement age is fixed at, say 70, of course the suggestion is not applicable.

In adopting some retirement age I think the board will be acting in line with the best practice of boards of education in this country. I believe, however, that the matter should be discussed at one meeting, and considered for at least a month before final action is taken. It would be well if members of the board would confer with teachers and citizens in this and other communities before taking final action. I believe that the adoption of a fixed retirement age is a desirable move for the board to make during the present school year.

¹Superintendent of Schools, Highland Park, Mich.

Following this preliminary letter a questionnaire was sent on January 20 to all of the certificated employees, some 350 in number, and all the officers of the Parent-Teacher Association and a number of other citizens. In response to the first question, "Do you favor compulsory retirement?" teachers voted Yes, 252; No, 27, or 90 per cent in favor of compulsory retirement. The PTA and laymen voted Yes, 35; No, 1, or 97 per cent favoring compulsory retirement. In response to the question as to what age compulsory retirement should be inaugurated, the response was as follows:

	<i>Teachers</i>	<i>Laymen</i>		<i>Teachers</i>	<i>Laymen</i>
55-60	0	1	60 Teach.	27	7
55	1	0	65 Adm.	0	1
60	32	5	60-70	0	1
62	0	1	65	128	22
60-65	3	1	65-70	13	0
60 Grades 1	1	0	67	0	1
65 H. S.	2	0	68	5	0
	70	86	2	

It will be noted that the mean of both teachers and laymen is 65 years. The correct average age as expressed in the vote of teachers was 66 years and laymen was 64.

In response to the question as to whether or not they favored inaugurating the retirement age immediately, or approach it gradually by fixing a higher age to begin with, and then dropping gradually one or

two years until agreed age is reached, the vote was as follows:

	<i>Teachers</i>	<i>Laymen</i>
Immediate action	27	7
Gradual approach	240	25

It will be noted that the overwhelming majority of both teachers and laymen expressed the opinion that gradual approach would be better. The questionnaire also asked employees to express their opinion or make suggestions concerning retirement. Numerous helpful suggestions and opinions were expressed. Among them was the following:

Any solution of a question such as this works an apparent injustice to some individuals. However, I feel that there should be a fixed age at which retirement is compulsory, even though occasionally someone may seem at his prime then. Few people over 65 are physically fitted to deal with large groups such as we have. Two extremes develop—rigid, inflexible requirements or undue leniency—either of which is undesirable. There is an acute problem caused by the fact that young teachers cannot secure jobs. I think we should consider this objectively, on the basis of the greatest good to the greatest number.

During the month of February, the superintendent presented results of the questionnaire to at least three lay and professional group meetings including the PTA Council. These contacts were made for the purpose of securing firsthand information concerning the reaction of people on the proposed plan. While the members of the council were unanimous in

favoring compulsory retirement, they criticized the superintendent's proposal of starting the retirement age at 70 and drop one year each year until the age of 65 was finally reached. Typical of the objections was that of one member who addressed a letter to the superintendent in which she expressed the following point of view:

In response to the survey results for the retirement age, the correct average age for Highland Park was found to be 65 years.

According to the survey the teachers naturally voted for a gradual approach; but the layman's vote was not large enough for a fair representation on this question. Why should we keep physically unfit teachers for five years waiting for them to arrange their personal affairs, when young, efficient teachers could be hired for lower salaries?

I heartily agree with the teacher's suggestion of an annual decrease in salary after 60 years of age to encourage voluntary retirement. Personally I think my three young children would benefit by contacts with some younger teachers.

(Signature)

At the February 14, 1939, meeting of the board of education, the superintendent again brought up the matter for informal discussion, and suggested that the board not take action for another month, but in the meantime they consider the matter and they, themselves, make any investigation they chose and be prepared to take action at the next meeting of the board. At the March 14, 1939, meeting, the plan of compulsory retirement outlined above was unanimously adopted.

Factors in Formulating Salary Schedules

D. R. Sheldon¹

School administrators agree that an efficient, well-trained corps of teachers is of prime importance in any school system. The more practical ones will also agree that an important factor in holding good teachers is an adequate salary scale. Schools generally get what they pay for in teaching service . . . two thousand dollars per year usually will buy a higher quality of teaching than will twelve hundred dollars. Excellent teachers seem to gravitate toward communities paying higher salaries.

It should be the aim of school systems to maintain a salary schedule which will secure a high quality of teachers, retain those teachers, and make them happy in their work. If we accept these truths, then the superintendent should be ready to lead in advancing the salaries of teachers to the highest point consistent with good business principles and the ability of the community to pay.

It does not matter where the idea for a well-balanced salary schedule originates, though it may come from a teachers' com-

mittee, the superintendent's office, the board of education, or a lay committee. It is of importance to know what is done with the idea.

If it is agreed that a salary-schedule study is desirable, what are the underlying elements or factors to be considered? There seems to be little agreement among writers and research workers just what constitutes necessary elements and assumptions. Different studies list as many as fifty factors and as few as four which experts declare should be considered in making a salary schedule.

Considerable experience in helping to construct salary schedules causes the writer to reduce the inevitable factors to two. These, however, need to be considered carefully because all other considerations may be grouped under these two.

The first major factor to be considered is the *personnel factor*, and the second is the *community factor*.

The Salary Committee

There is a third consideration which does not seem to fit under either of these, yet it is of vital importance, and that is the

membership of the salary-schedule committee. We are assuming that the schedule will be formulated in a democratic manner and not simply handed down ready-made by the administration. The salary-schedule committee may be selected in any manner suited to the local situation, but it is important that the committee be composed of representatives of all classes of employees who will be affected.

In order that the groups concerned may be assisted in selecting the best representative possible, it is advisable to spend time studying some of the considerable literature having to do with salary-schedule making. The bulletins published by the Research Division of the N.E.A. are especially recommended. This preliminary work may seem like a waste of time and effort, but it will pay in a unified approach to the problem and also will mean an informed faculty.

The more representative the committee is, the more likely it is that the peculiar needs and problems of the community and faculty will be analyzed. It is important in the beginning that the committee understand the scope of its work and the range

¹Superintendent of Prescott Public Schools, Prescott, Ariz.

of authority granted it by the board of education. This will save disappointments and misunderstanding.

It is also wise to have at least one member of the board of education on the committee, for a sympathetic board is much more likely to adopt the schedule as presented by the committee.

A typical committee might be composed of one representative each from groups of teachers having three, four, and five years' training above the high school, one representative principal, the superintendent, and one or more board members.

After the committee is selected and sufficient preliminary study has been given to insure a unified approach by the members, the committee is ready to consider the first important consideration — the *personnel factor* — and obtain the facts necessary under this head.

Personnel Aspects of Schedule Making

A study of the existing salary policy and how it is applied to the present staff must necessarily be made. Adequate tabulations and charts must be prepared so that the distribution of salaries, training, and experience of all the members of the staff may be fully revealed. From this the committee can get a picture of how the staff is scaled on the existing schedule. Graphs developed from the tabulations may show the way in which training and experience are related and how each teacher fares. This will help the committee to be fair in making the change from the old to the new schedule; it will show also whether there is a difference in salary paid to men and women of equal training and experience, and if a difference is allowed for married men and teachers with dependents. Each local situation will present a different picture.

Information is necessary also to show how local salaries compare with those in other towns of like size. The salary committee should select the communities for comparison, and organize the facts gathered into meaningful tables and graphs. Similar population and location are the usual bases for comparison. Obviously, this method of selection has its difficulties so far as the more sparsely settled states of the west and southwest are concerned, due to the small number of towns, the variety of industries that support the towns, and the wide differences in per capita wealth. It is advisable when this method of comparing salaries is used to study ten to twenty-five systems. A principle that seems to be generally followed is that the number of towns larger than the town studied should be equal to the number of towns that are smaller.

The question arises — "Should we go outside of the state for salary comparisons?" It is recommended that comparisons be made within a single state since the same laws concerning certification, taxation, and control apply to schools within a state.

Certain figures concerning the salaries in the towns studied will be needed. Minimum, median, mean, and maximum salaries of regular teachers in elementary, junior high, and senior high schools will be wanted. Average salaries are most often the basis of comparison.

Typical Teachers' Salaries

The median salary expresses commonly the typical salary of the teacher in the middle of the group. In some cases, however, the median may be nearer the minimum or maximum end of the group, dependent on the length of time a salary scale has been in existence; therefore, the mean or average is likely to be more representative of the typical salary paid.

An aspect of the teachers' salaries which should be studied is the relation of salaries in other comparable occupations. Usually teachers' salaries are near the bottom of any list of professional or business incomes, whether this comparison be made on the basis of yearly or lifetime income.

The teachers can be of assistance in furnishing the committee with information on the cost of living in the local community. Here those who have difficulty in managing their finances are of little help, but those whom the committee knows to have reasonably good ability in managing their personal affairs can help by reliable statements in regard to living costs. This information is usually secured by a carefully prepared blank, which when filled in, shows all types of expenditures by the teachers. From this the committee can strike averages. Here the question of more money for married men and for teachers with dependents presents itself. Ellsbree² suggests a family allowance provision to heads of families regardless of sex. This is a debatable suggestion, which if put into practice, is likely to become involved. Probably local supply and demand will enter here and become a determining factor. Because of the scarcity of men teachers with real ability, it is usually necessary to pay more money for men.

At least one town in Arizona — Jerome — has taken into consideration the cost of living, the average number of years of life after retirement, and the amount of money necessary to pay a teacher over and above actual living costs, to enable her to have enough money after twenty years of teaching to live comfortably for fifteen years after retirement. Fifteen years was found to be the average number of years a teacher lives after retirement.

When the committee has secured a rather complete social and professional picture of the faculty — when the facts are known concerning the training, age, years of experience, marital status, salary, cost of living, and the way the salaries compare with those paid in similar communities — then the committee may well turn to the other major factor.

²Willard Ellsbree, *Teachers College Record*, November, 1937.

The Community Problems

This *community factor* includes the community background, the history, ability and willingness to pay an adequate salary schedule, social and economic background, and philosophy. The first thing that is necessary for a committee to study is the school history of the community and its willingness to support adequate salaries. The social and business history and the philosophy of the community will have a bearing on the question. Are the majority of the people in the community educationally minded? Do they believe in the type of education offered in their schools? Do they believe in supporting the schools? Is the community progressive or conservative, and does it believe in conservative or progressive policies for the schools? What is the status of the bonded indebtedness? Both school and general municipal indebtedness must be considered. What is the taxable valuation per pupil, and how does it compare with other districts throughout the state? What is the history of tax collections? Is there a considerable tax delinquency? Is it a community of homeowners and is it supported by stable businesses, or does it depend on one industry or one corporation for its major income? Is the living standard high or low in comparison with the country at large? What is the comparative income level of the people? What has been the history of teachers' salaries during the past twenty years? These and other questions should be studied by the committee in order to have an adequate picture of the local situation. Only with such facts at hand can a satisfactory start be made in formulating a salary schedule.

When all the data are in the hands of the representative committee, they are ready to work on the problem of setting up a satisfactory and workable salary schedule, fixing the minimum and maximum salaries and the amount and number of annual increments. At this point the mechanics of salary-schedule making enters in. The committee will have to decide the minimum and maximum annual salaries, the amount and number of annual increments, and the type of schedule, whether it shall be the single-salary-preparation type, the position type, or the combination position-preparation type.

Ellsbree, in 1937, suggested that it is advisable to spread the minimum and maximum salaries farther apart, making a larger number of annual increments even though the annual increases will be smaller.

Whatever salary a board of education may pay its teachers, we can be sure that the economic status of teachers is inseparable from the economic status of the country as a whole. Any fundamental further improvement in teachers' salaries is not likely to occur until there is a fundamental improvement in the national economy. In many cases, there is need for a

(Concluded on page 79)

Fundamental Principles of Individualized In-Service Education for Teachers

W. C. Jackman, Ph.D.¹

At present, much attention is being given to the in-service education of teachers. Authorities are in agreement that the education of a teacher must continue long after the formal education he receives in college. For that reason, many supervisors, as well as teachers, are becoming interested in the approach to the problem of continuing the education of teachers and how it may be done in the most effective manner.

Probably the most important thing that administrators may do is to analyze clearly what they are doing in terms of accepted principles of in-service education. A complete analysis of what has been done and is being done will help to reveal the program with reference to the integration and co-ordination of every in-service education activity carried on in the school. The following principles were selected after a period of intensive study and research.

Following a four-year period of study and experimentation, principles were set up and submitted to the leading authorities in supervision. These authorities were selected by obtaining the opinion of one hundred college instructors, superintendents, principals, supervisors, and classroom teachers as to whom they considered outstanding in the field of supervision. These experts accepted the following fundamental principles of individualized in-service education of teachers.

It will be the purpose of this article to present the principles together with a brief interpretation based on the four years' intensive study.

1. *A desirable program of in-service education should attempt to substitute leadership for authority.*

It is conceded that an individual in a responsible position has the right to exercise authority, but the authority that he has rests not upon force or power, but upon demonstrated ability. There may be times when the achievement of this ideal may be difficult in any in-service program of education, but the supervisor ought never lose sight of it or relax in his efforts to gain the ideal as he works with the individual.

2. *Effective in-service education of teachers necessitates specific and cooperative planning.*

In the setup of any plan there will be many activities that will require specific and cooperative planning. Each instructor requires special help and has different interests. Specific plans should be set up cooperatively by teacher and supervisor to encourage further activity.

In actual practice during a year, one supervisor held 506 conferences with instruc-

tors. Most of these conferences pertained to the preparation of special plans and selecting methods for putting them into operation.

3. *Desirable in-service education of teachers must make it possible for all teachers, pupils, and supervisors to cooperate for the improvement of instruction.*

This, of course, requires long practice and persistent effort by all the teachers, pupils, and supervisors. The skill of the individual teacher will depend very largely upon a growing concept as to what constitutes desirable education.

In actual practice, this was carried out by making a survey of the educational program in general, the quality of instruction, the type of pupil guidance, and the facilities available for carrying on the plan of education. At the end of the year another survey was made to find out what actually had taken place during the year.

4. *If a program of in-service education is to be complete and adequate, it is necessary cooperatively to aid the teacher in methods of determining progress.*

This, of course, may be determined by two methods. One may be the use of the standardized tests which, of course, show the teacher what change has taken place in the pupils. The changes revealed by the tests indirectly imply the teacher growth which has taken place.

In addition to the standardized test, it is also desirable to use an objective teacher-rating scale. Even though there is much to be done in the field of objective teacher-rating scales, nevertheless, there are some that help to reveal teacher growth.

The two methods of measuring offer some tangible evidence relative to growth by directing attention to both teacher and pupil.

5. *Well-planned in-service education of teachers will produce better teachers by helping and encouraging them to undertake new challenges.*

This is brought about by encouraging a teacher to accept new challenges. There are many possibilities in and out of school that help greatly in bringing this about. There are courses of study to write, special assignments, public-speaking engagements of various natures, writing professional articles, organizing new clubs, developing new teaching devices, helping in the organization of new departments, and various other activities. In fact, any progressive school will find many resources at hand.

6. *An adequate program of in-service education of teachers must allow for continuous growth and development.*

No efficient supervisor should think of his teachers except as growing teacher. In

doing this, he will consider that changes and adjustments will be made in many different ways. He must expect that classrooms will be changed, perhaps completely adjusted, and demands for various classroom materials will be altered. New projects, new teaching devices — all require different and more supplies. Consequently the administration must recognize that instructional supplies will not be standardized.

According to this principle, the expectancy for growth and development will not be hampered, unless the supervisor is so conventional-minded that he neither hopes for nor expects his teachers to grow and change.

7. *A program of in-service education of teachers that is well planned should provide for a growing and changing concept of education.*

It will be conceded that every teacher has some concept of education which influences the manner in which he does his work. It is the responsibility of the supervisor to encourage each teacher to study and think through the philosophy of education which should guide and direct him in his work. This is accomplished through the medium of the conferences and observations, committee work, various professional study groups, experimentation, and research in the classroom. The complete setup along this line provides for continuous effort and study, which will result in a definite correlation between activities and an expanded concept of education.

8. *A comprehensive program of in-service education of teachers should bring about a better sociophysical environment in the school.*

There need be no doubt as to how this principle would function in a program of in-service education. There will always be continuous effort to bring about better environment for the pupils. Cooperative effort between the administration, the teachers, and the school-business staff will continue to make improvements in the school plant. This may be expressed in terms of added furniture and equipment, cases of remodeling, changes in the esthetic surroundings, and a well-considered plan of maintenance and internal improvements.

9. *A desirable program of in-service education of teachers should provide a better curriculum by developing learning activities that are philosophically, socially, and economically sound.*

In any program it is possible, as well as practical, for committees of teachers to devote much time to the study of the curriculum, various courses of study, and units of learning. By such a method, changes will

¹Sheldon Public Schools, Sheldon, Iowa.

be brought about in the curriculum much sooner and more effectively than when the teachers are not given the opportunity of assisting in making these changes.

10. A well-developed program of in-service education of teachers should produce desirable changes in the pupil from the standpoint of attitude, achievement, interests, ideals, habits, skills, and tastes.

It is well for every school to make a systematic effort to discover what desirable changes are being produced in the pupils. A well-developed program of in-service education should bring about these changes because primarily the chief objective of the school is to bring about desirable pupil growth. This growth is measured in terms of attitude, achievement in his work, interests, ideals, habits, skills, and tastes.

11. If in-service education of teachers is to be done effectively, it is necessary in the beginning to make a temporary survey and determine the needs of the situation at hand.

The supervisor will be unable to assemble all the important data about any individual within the space of a few days or weeks. However, there must be a starting point. In recognizing this principle, the supervisor will obtain data at the beginning of the year and regulate supervisory activities in accordance with those data which have been obtained.

12. A well-planned program of in-service education of teachers is interested in starting with the teacher where he actually is and strives by means of moderate improvements to lead toward a higher and higher type of improvement.

This recognizes the psychological principle that the learner must proceed from the known to the unknown. It prevents setting up supervisory activities that are far removed from the teacher's immediate knowledge and interests. The supervisor skillfully capitalizes on the ability of the teacher to do something well and helps him extend it to larger areas of activity. Consequently, the supervisor is not interested in sudden changes but attempts to encourage gradual improvement.

13. A program of in-service education of teachers is well planned when it results in self-analysis and self-evaluation.

Authorities will agree that the teacher has reached a high level of efficiency when he is capable of self-analysis and self-evaluation. An effective approach to the problem is the use of a self-rating scale. It will be one way of helping the teacher to analyze and criticize the teaching that he is doing. Continuous effort along this line ultimately reaches a high degree of skill in perfecting the teaching pattern.

14. A well-developed program of in-service education of teachers should set up specific objectives.

To bring out supervisory activities in touch with the real needs of a situation is the important thing to do. By setting up specific objectives in terms of the individual's needs, interests, and capacities

guarantees direction to all supervisory activities.

For example, if an instructor makes ineffective use of drill procedures, an effort should be made to help him correct it at once. It is obvious that this correction is the vital need of the hour. These objectives should be few in number and based on the most obvious needs and interests of the teacher.

15. Every program of in-service education of teachers should be adjusted to the needs, interests, and capacities of each teacher.

This principle, while similar to Principle 14, is more interested, however, in growth. And a supervisory program, to be carried on effectively, must be changed from time to time during the year.

A teacher in December is not the same teacher who began his work in September. Many things happen during the space of that time to bring about changes in the interests, needs, and capacities of the individual.

16. A desirable program of in-service education of teachers should make as one of the fundamental aims the integration of the teacher's personality.

Education is interested in helping the pupil develop a well-integrated personality. As a starting point in this program of education it is necessary that the teacher have a well-integrated personality.

For example, effective in-service education will endeavor to offer guidance and assistance in cases where it is apparent that a teacher lacks courage, is unduly nervous or tense, inclined to worry, or to be generally emotionally unstable. To show the importance of this it was found in the actual study made over a period of one year that the supervisor held 506 conferences during the year and over fifty of these dealt to some degree with situations directly related to personality maladjustments.

17. A program of in-service education is more effective when it recognizes individual merit.

Supervisors fail oftentimes to give the teacher the thrill and feeling of self-satisfaction that comes when he knows that he has made a remarkable achievement. No in-service education program is complete unless there is a definite way of recognizing individual achievement.

This may be done by means of news items, publication of pictures, through bulletins, and various official reports. The instructor will be greatly helped by being assured by those who work with him that he is successful in that which he does.

18. Well-planned in-service education of teachers should encourage the teacher to undertake more creative teaching.

In-service education of a teacher should allow every teacher to be free in his professional growth and to develop all of his talents and abilities. It is while this is taking place that the teacher begins creative work in his teaching. Creative effort begins with small achievements along various

lines, but these beginning ventures make possible the master teacher later on.

19. Adequate planning for in-service education of teachers secures pupil growth through teacher growth.

The teacher who improves his teaching pattern is doing something that is definitely influencing the child in his growth. The teacher that centers his attention upon the improvement and skill in teaching a drill subject is doing a better piece of work, and the pupils are profiting from this development which takes place in the teacher's skill and ability as an instructor.

20. A complete and well-organized program of in-service education of teachers is of such high order that it is concerned with more than mere scholastic achievement.

Every teacher is looking beyond mere subject matter and is attempting to bridge the gap between the formal school and the reality of life. The in-service education program that is effective will make a strong effort to help the teacher to do that which is concerned with more than a mere scholastic achievement. It will make it possible for the teacher to be concerned with the social program of the school, pupil-teacher relationships, enriched curriculum, a broader concept of education, and the development of desirable pupil attitudes.

21. An effective program of in-service education of teachers should be a continuing and evolving plan.

It is an accepted fact that every individual is a changing organism. He changes from day to day. The supervisor should make provision for the growth and change of the teacher and expect it to take place. Comprehensive records of all supervisory activities, together with their results, will furnish the basis for setting up aims and procedures throughout the year and the subsequent year.

22. A plan of in-service education of teachers should be organized in such a way that its effectiveness may be evaluated.

The only effective way of evaluating an educational program is to use the standardized test. The proper use of the standardized test is helpful for the teacher and gives at least a fair impression of what the school is accomplishing. Of course, further effort should be made to devise tests with a means of determining attitudes and other indications of growth or change that have taken place during the year.

23. In-service education of teachers when well planned is unbiased, free from preconceived ideas and prejudices.

A supervisor must guard against drawing hasty conclusions; he must bear in mind that he does not always have the facts. Very frequently a teacher may be helped by finding a method of approach to him which might not have been evident at any previous time. The supervisor must never forget the fact that every teacher has interests, capacities, and needs that are definitely individual in nature. The supervisor should never close the door to further opportunity until after such a complete and

A Plan for School Budgetary Procedures

Dewey A. Ganzel¹

A school budget is prepared to provide a plan relating to income and expenditures which will operate the schools at a reasonable cost per pupil and close the budget period with some excess of income over expenditures.

Budget making is a continuous process. Estimates need to be revised to show actual appropriation. Appropriations should be compared with estimates of the coming year. Expenses of the previous year are essential data in budget making if only for comparative purposes. The necessary estimated requirements for salaries and number to receive them should be listed for: (1) existing personnel; (2) new personnel; (3) administrative heads; (4) other employees.

The departments in submitting their estimates of requirements may estimate by comparing amount with previous expense, making adjustments to meet change in price, enrollment, and changes in school policy. Estimates may also be made on the basis of probable consumers times past unit costs. The departments should indicate what old equipment is to be replaced and cost, and what new equipment is needed. The department heads should use information from units within the department before arriving at the final estimates.

When the results of past operations are known, all estimates furnished, changes in personnel and cost thereof, estimated changes in cost of expenses and supplies of maintenance and new equipment, and a summarization of the entire budget is made, the superintendent is ready to present the budget to the board of education.

Presentation and Interpretation

Reporting the preliminary budget to the board of education means presenting the budget to the public. An interpretation of the estimates is necessary. The total requested expenditures should be classified as to main items. Comparisons with appropriations and expenses of previous years should be given. There should be an explanation of items which indicate changes. Where public hearings are required by law, this explanation must be given in more detail. The public is interested in knowing the total amount of the budget, and how the tax rate will be affected. The patrons of the schools — those who have children in school and those who believe that progress is advanced by education, and democracy best preserved — will want to know whether good teachers are provided, whether proper equipment is provided; comfortable buildings, heated, safe, sanitary; whether the physically handicapped children will receive proper care, whether the proper curriculum is provided, whether

the salaries are adequate — whether the administration to bring all this about is adequate and efficient.

All of these factors require publicity from time to time. A number of comparisons may be made: on expenditures for years back, enrollment for years back, salary schedules, expenditures of other cities, expenditures by items, and tax rates. Effect of social and economic changes may be noted, enrollment in various types of schools, number of graduates by years and kinds, number of pupils now and before. There may also be exhibits of school-work, pictures of schoolwork, of pupils, buildings, equipment, and educational work.

Where reductions are necessary the superintendent may suggest a year of minimum repairs, no capital expenditures from general fund, universal salary reduction or department reduction in cost.

Before the budget proper can be adopted the board will have approved such items as provisions for additional bond issues, authorization for additional employees, salary schedule, extent of repair program, introduction of special equipment, replacement of equipment, introduction of new textbooks, introduction of new activities such as playground or recreation, transportation service, or vocational training.

Planning Receipts

There are a number of factors to be considered in determining receipts. The amount to be received from delinquent taxes must be judged from the collections of the past year. The amount of uncollected taxes likely to be outstanding at the beginning of the coming year must be estimated. Other factors to be estimated are: tuition collectible, receipts from state and federal sources, interest on bank deposits, and amount of surplus or deficit at end of year. The tax rate is set after deducting the estimated revenue other than current taxes from estimated expenditures.

Putting the Budget to Work

The administrator must recognize that the budget is an estimate — not an inflexible instrument. If conditions change, income or expenditures must be modified, maybe both. This is true of all items as well as the budget as a whole. In major items the budget should exercise absolute control, no excess expenditures should be permitted. The accounting system should show appropriations made by the board of education, expenditures under each appropriation, and unexpended balance. Proper budget accounts should be maintained, accounts with main source of revenue debited with estimated amounts to be received, the operating surplus account credited. In the same way accounts

in the general ledger should show major classes of expenditures, their accounts credited with original appropriations and operation surplus account debited.

During the budget period actual receipts and expenses will be recorded in these major accounts and at the end of the period these accounts should have their balances closed into the operating surplus accounts, thus showing the operating surplus or deficit for the year. These major income and expenditure accounts may also serve as controlling accounts for subsidiary records.

When necessary, accounts representing encumbrances must be kept. The board of education should be informed at monthly intervals of amounts appropriated, amounts expended, and balances of appropriation. The accounting classification of income and budget classifications should be identical. Actual receipts with estimated receipts should be submitted. The department heads should be notified of their appropriations. It is also advisable to notify them at intervals of the condition of the appropriations, so they may act accordingly. It is good business to make the budget expenditures smaller than estimated, and income larger.

Honest Budgeting Essential

The superintendent should determine the educational policies, with the approval of the board of education. The administration should be assisted by staff members in controlling the trend of the budget. The superintendent of buildings and grounds will necessarily estimate budget items relating to the operation and maintenance of plant and estimates on new construction. The superintendent of supplies will indicate budget items relating to supplies, market conditions, stock on hand, and pupil allotments. The budget estimates should be honest. Estimates must be carefully made and as near to expected actual conditions as possible, otherwise confidence in the budget is lessened.

The school budget is a continuous process, hence one official should be engaged in directing its preparation and progress. Data upon which to base new estimates must constantly be accumulated. Certain items in the budget, such as a change in educational policy, new building construction, retirement provisions, or debt amortization, require long term planning. Real economy can be effected only when expenditures are thought about in advance and considered as to their necessity. Expenditures for necessities are more wisely made when they are under consideration and study for a long time. The budget sets a standard and challenges the school to do better. The successful operation of the budget depends upon the wholehearted

¹Fellow, School of Education, New York University.

cooperation of the patrons, pupils, teachers, board of education, and administrative officers of the school. It is a community enterprise. A well-prepared, intelligently operated budget will insure a successful financial year.

Guiding Principles in Budgetary Procedure

Good authority and best practice determine the procedure to be followed in evaluating a school budgetary program. In general, good management of the school budget is the key to the management of all other school functions. When budgetary procedures meet an acceptable standard, the school will function in a more satisfactory manner. Controversial elements make scientific measurement difficult, however, there are certain fundamental principles which may be established:

1. The board of education is the policy forming body.
2. There should be a forward and a backward looking procedure—not annual, but a period covering a number of years.
3. The program on extensions should be presented long before the budget comes up for consideration.
4. The appropriations should be adequate—to ask for more is taking money not needed—to ask for less is foolhardy—eventually the obligations must be paid.
5. The budget estimates as well as revenue estimates should be based upon several determinable factors.
6. A tentative budget is essential—otherwise the working budget becomes pretty well cut up before adoption.
7. Padding the budget represents a weakness in the administrative officer. It is not fair business.
8. The tentative budget should be presented to the board of education well in advance of the close of the fiscal year.
9. There should be copies of the budget sent to the members of the board of education, also to the press.
10. The budget should contain a digest—copies for review and discussion purposes. There should also be a message, recapitulation, and supporting data or exhibits.
11. The approval of the budget should rest with the board of education, not with the city officials.
12. The superintendent should carry out the provisions of the budget.
13. Deficiencies are best cared for by contingency appropriations set up for a specific purpose.
14. Borrowing is not good practice. Ordinarily it shows inadequate planning for the future.
15. Audits should be by competent school accountants, and made at least annually.
16. Publicity is important. It should be continuous. Let folks who are paying the bill know about it.
17. The budget should function for both current expenditures and capital outlay. There should be an adequate balance between the two.
18. The surplus and deficit should be small—not more than one per cent of the budget.
19. The budget controls the administration by limiting the expenditures to appropriations.
20. As a part of the school budget, there should be a definite philosophy of education.

An Evaluation of School Budgetary Procedures

In suggesting a check list for school budgetary procedures one finds that authorities in the field have set a high mark in devising techniques whereby adequate appraisal may be made.

There are a great many questions one

might ask to determine the efficiency of school budgetary procedure in any given school. However, a check list in order to be of practical utility must obviously, be concise. For this reason only those factors which are found in the best practice, and upon which there is general agreement among the best authorities, are included in the following checking device:

GENERAL PRINCIPLES

- A definite philosophy of education is:
 a part of the budget (a)
 is stated by the superintendent (a)
 is omitted entirely (f)
- The appropriations are:
 less than income (c)
 limited to income (a) exceed income (f)
- Any policy enlarging the activities of the school is presented to the board by the superintendent:
 before the tentative budget is considered (a)
 at the time the tentative budget is considered (d)
 after the tentative budget has been considered (f)
- All policies pertaining to the school are decided by:
 board of education (a)
 both board of education and superintendent (c)
 superintendent (d)
 people within school district (e)
- The budget is:
 continuous (a) annual (c)
- So that the public may be kept informed as to budgetary needs, educational costs, and services rendered, a publicity program is carried on:
 continuously (a)
 only at time of presentation of budget (c)
 rarely ever (e)

PREPARATION

- The preparation of the budget is the responsibility of:
 the superintendent (a)
 the superintendent and staff (b)
 the superintendent and business manager (b)
 the business manager (c)
 the board of education (e)
 others (f)
- The budget estimates are determined by:
 the salary schedule (c) curricula offered (c)
 population trends (c)
 expenditures over a period of years (c)
 unit costs (c)
 standards of service and supplies (c)
 enrollment trends (c)
- The budget requests are:
 made for amounts actually needed (a)
 made for less than amount actually needed (e)
 made for more than amount actually needed (f)
- The estimated receipts are based upon:
 total valuation of school district (c)
 receipts from permanent school funds (c)
 receipts from state government (c)
 receipts from Federal Government (c)
 tuition (c)
 wealth per school child (c)
 delinquent taxes (c)
- The budget functions for:
 current expenditures (b) capital outlay (b)
- There is a:
 tentative budget (b) working budget (b)
- The estimates for the budget are prepared:
 on uniform blanks (b)
 identical with bookkeeping procedure (b)
- The calendar for the budget:
 remains fixed (a)
 is prepared in advance annually (b)
 is prepared in advance monthly (c)
- The budget estimates are prepared in detail for each:
 elementary school (c) senior high school (c)
 junior high school (c) junior college (c)
- The tentative budget includes:
 supporting data (c) recapitulations (c)
 a budgetary message (c)
 a digest of the detailed budget (c)
 copies to board members and others (c)

PRESENTATION

- The tentative budget is presented to the school board members:
 before the end of the fiscal year (a)
 at the end of the fiscal year (d)
 after the end of the fiscal year (f)

ADOPTION

- The budget is approved by:
 board of education (a) city council (f)
 superintendent (d) mayor (f)
 others (f)
- The reviewing body makes:
 no changes in the budget (a)
 few changes—below 5 per cent (b)
 many changes—above 5 per cent (f)

EXECUTION

The responsibility for putting the budget to work rests with
 superintendent (a) board of education (e)
 business manager (c) city council (f)
 mayor (f)

The deficits are taken care of by:
 appropriations for contingencies (c)
 appropriations for emergencies (e)
 transfers (c)

The surplus and deficit are:
 small—not more than 1 per cent of budget (a)
 somewhat larger—but not more than 2 per cent of budget (b)
 more than 2 per cent of budget (f)

The borrowing is limited to:
 no borrowing at all (a)
 1 per cent of budget (b)
 2 per cent of budget (c)
 more than 2 per cent (d)
 more than 5 per cent (f)

There is provision made for an audit by:
 disinterested professional accountants (a)
 mayor (d) superintendent (f)
 city council (d) board of education (f)

The audit is made:
 annually (a) biennially (c)
 semi-annually (a) indefinite periods (f)

CONTROL

The budget controls the administration by:
 limiting expenditures to appropriations (a)
 placing definite responsibility upon the superintendent for putting the budget to work (b)
 controlling expenditures for each department (c)
 helping in the administration of other parts of the educational program (c)

Scoring Procedure

With most check lists a manual is necessary to cover all possible practices under each item. In the above check list an attempt is made to eliminate so far as possible subjectivity in evaluating and rating and at the same time dispense with the need of a manual.

The superintendent wishing to check budgetary procedures will proceed as follows: First, check procedures followed out in practice. (Two sheets may be used with carbon between them, second sheet having key letters on it. In this way the relative value of the letters will not influence the scorer.) The letter "a" represents the best practice—"f" signifies the other extreme.

The following is a suggested key:

a equals plus 5	d equals minus 1
b equals plus 3	e equals minus 3
c equals plus 1	f equals minus 5

After the procedures have been checked, the checks which are on lines a, b, c, d, e, and f are counted and are set down. A typical situation might be the following:

	a	b	c	d	e	f
Number of checks	10	6	20	3	2	1
Multiply by key value	5	3	1	-1	-3	-5
	50	18	20	-3	-6	-5

Results: Total positive of 88 and a negative of 14, making a value of 74 points.

100 points and above very superior

75 to 100 superior

50 to 75 average

25 to 50 fair

below 25 poor

No statistical evidence has been found in the literature whereby one might have some criteria upon which to base the selection of the key values here used. Obviously, the validity cannot be tested. The above is merely a suggested procedure which has been used in the scoring of a budgetary program.

BETTER TEACHING THROUGH MOTION-PICTURE EQUIPMENT

J. E. Hansen, Ph.D.¹

The projected picture is now generally considered as indispensable in the modern school. The projected still picture has been used almost universally for many years. More recently the motion picture has established itself as one of our greatest aids to learning. Numerous controlled studies have demonstrated that it is probably the most effective aid to learning which is available to our schools today. Already there are available for use in our schools, from the kindergarten through college, many hundreds of films covering almost every subject in the curriculum. These films may be secured by schools, either on a rental or loan basis, or through outright purchase.

Yet, the motion picture is not being used to the extent that its effectiveness and its availability would warrant. The majority of our school population is still being denied the benefits of this highly interesting and most efficient aid to learning. The writer is convinced, that one of the major obstacles to a more universal use of the educational motion picture in our schools, is the lack of proper building and classroom facilities for its use.

School buildings both of earlier and more recent construction are notable for their almost complete lack of any provision for the use of screen pictures. Even in buildings of the most recent construction, and, no doubt, in buildings now under construction, architects and school officials have almost completely ignored the existence of the educational motion picture by their failure to include in these buildings such provisions as (1) means for darkening all classrooms, (2) electrical outlets in the rear of all classrooms, and (3) acoustical treatment of walls and ceilings. School buildings without these provisions can hardly be considered modern. Certainly the failure on the part of architects and school officials to provide facilities in our schools is denying the boys and girls who use them the benefit of the most effective aid of learning yet discovered.

The Classroom Facilities

If the above provisions are made as part of the school building itself, the problem of furnishing the school with projectors, screens, projector stands, and with funds for the purchase or rental of films and slides, becomes a relatively simple one.

In order that the use of projected pictures may become an integral part of the teaching program, certain classroom facilities are essential. Classroom projection equipment may be classified under two headings: (1) fixed and (2) portable.

As indicated above, items under the first

heading should be provided in every room where class instruction is carried on. These items consist of opaque shades on all windows and conveniently located electrical outlets in all rooms. At this point one should mention also the importance of proper acoustical treatment on the walls and ceilings of classrooms and auditoriums. Fortunately, this has been taken care of in many of the newer buildings, even where the use of sound-motion pictures was not considered.

Items under the second heading should include projectors of various sorts, projector stands, and screens. The number of projectors, stands, and screens, needed will depend largely upon the size of the school and the number of teachers.

The small city or village school ought to have as minimum equipment one 16mm. portable sound projector, one 16mm. silent projector, one standard glass slide projector, one opaque projector, one two-inch slide projector and one film-strip projector. (The latter two may also be purchased in combination.) A movable projector stand and a 6 by 6-foot screen should accompany each of the above projectors. The cost of this equipment need not exceed \$800. Add to this the cost of opaque shades and we have a total cost of not more than \$1,000 to \$1,200 to completely equip the small school for the use of all types of projected pictures in all of its classrooms.

Equipment for Large Schools

Let us turn next to the large high school of our larger cities. Here, of course, the

same permanent installations such as opaque shades, electric outlets, and acoustical treatment, should be provided in each room. In the larger high schools with twenty or more teachers, a minimum of one 16mm. sound projector, one 16mm. silent projector, one opaque projector, one standard size lantern-slide projector, one film-strip projector, and one 2 by 2-inch slide projector (the last two may be purchased in combination) should be provided for each floor. Each projector should be placed upon a projector stand, equipped with large casters, or rubber-tired wheels, so that it can be wheeled from room to room. To save the cost of equipping all rooms with screens, a 6-foot screen might conveniently accompany each projector and stand. In the extremely large high school one projector of each type for each floor would not be enough and additional machines should be provided as needs dictate.

In the large elementary school, the needs would not vary much from that of the high school, except that possibly more materials in the forms of mounted pictures, museum specimens and collections, and models might be used. However, the great recent increase in the supply of motion pictures on the elementary-school level, and the availability of a great wealth of lantern-slide and opaque-projection materials for the elementary grades, make projection facilities as essential for the lower grades as for the high school.

The cost of the above facilities and equipment is very moderate, when compared with the cost of the other facilities considered essential and which are provided in the modern school. Certainly, no new school should be constructed without full consideration being given to the above facilities, and buildings already constructed should have the improvements made and the equipment added as early as possible.



The School Committee of Holyoke, Massachusetts,

follows the plan of awarding contracts for various school supplies each spring on the basis of recommendations made by the superintendent of schools. The latter makes selections for the same on the basis of a committee of educators including from left to right: Miss Ellen Scannell, supply clerk and secretary to the committee; Superintendent William R. Peck; Mr. Edwin J. Keough, principal; Miss Esther M. Greeley, supervisor of elementary education; Miss Anna L. Stansfield, elementary principal, and Miss Eva C. Moynihan, elementary principal.

¹Director of the Bureau of Visual Instruction, University Extension Division, University of Wisconsin, Madison.

ARE YOU LISTENING?

O. O. Royer¹

The superintendent smiled genially at his visitors who were seated comfortably before his desk. They had been listening to a brilliant teacher of geography teach his class of eighth graders about certain products of their native state. "And now we shall listen to the class in democracy," said the school head. Whereupon he turned a switch and those in the office listened to a senior class of high-school youngsters discuss democracy with their teacher. Strangely enough, no one in the office detected any incongruity in the situation. Democracy was an abstraction to them.

The above experience may not actually have happened in a particular school. Nevertheless, it is true that an increasing number of schools are installing the equipment which would make such an episode a possibility. The equipment consists of a mechanism whereby the superintendent or principal may listen to any room without the teacher or the students of that room being aware of the listening. If these schools do not yet have courses in democracy to which the listening in would be particularly absurd, the eavesdropping on arithmetic and English classes violates the same principles of American democracy.

Certain merits are claimed for these listening mechanisms. In the first place, administrative efficiency is supposed to be facilitated. Efficiency, however, may be defined in various ways, and as soon as the proponents of these devices attempt to define the term, they immediately run into trouble. It is easier to worship at the shrine of efficiency than it is to interpret it. If efficiency means that one can visit more classes in a given time with this instrument than by personal calling, the device is efficient. If it means that one is better able to secure the emotional tone of a particular class, then the instrument could hardly be called efficient. Television would have to be a necessary adjunct. If efficiency of administration means that an administrator works with, rather than over, the teacher and students, it appears that this device would be a handicap.

It is seriously claimed that these devices give the administrator a more normal picture of a classroom than he could secure by a personal visit. A teacher is more or less self-conscious, and the children are not at ease when visitors are present. The question may well be asked, "Will the classroom be normal at any time during the year if an unseen ear is continually present?" If one wished to be facetious, he would answer this question, "Yes, when the administrator is attending an out-of-town convention."

Individual Freedom Violated

Seriously, the above claim may have some merit. However, the experienced teacher is likely to indicate little self-consciousness under any type of supervision. On the other hand, unfortunate occurrences take place in the best of schoolrooms, and if the administrator is not present to secure the total picture, he is likely to get a distorted opinion of any given situation. It should be recognized, therefore, that if an administrator cannot secure directly a normal picture of a class, he could hardly do so by subterfuge.

The other side of the question merits discussion. In the first place, the system violates

one of the first principles of democracy; namely, the freedom of the individual. We tolerate with unconcealed humor the eavesdropping on the typical party line, recognizing the fact that the practice indicates poor manners on the part of the listener. Yet, the very ones who listen, bitterly resent the same treatment from others. We detest the spy in any situation. We resent people opening our mail. And now many communities have placed their schools under a surveillance which in other situations would be most contemptible.

If the administrator were always of the highest type of professional man who possessed continually the respect of all his teachers to such an extent that they were anxious for an objective analysis of their work at any time, then the practice might be condoned from the standpoint of the teacher. But the effect on the students must also be considered. A few months or years of such supervision and they will be well prepared for a form of government similar to that which many European nations now have. As adults, our people fail to understand how foreign people countenance the supervision which their dictatorial governments exert over them. Yet communities in our own nation propose to prepare their children for the same type of regime by installing listening devices. It is time to consider carefully.

It may be supposed that the manufacturers of such eavesdropping instruments would fight to extend the practice due to the financial profits which the sales would bring. Such should not be the case, for the eavesdropping function is only one of several functions which the same instruments possess. Furthermore, the inter-room communication features can be justified educationally. To change the room station so that it does not act as a microphone without the deliberate turning of a switch would be a minor change which manufacturers could easily make. With such changes in their product the manufacturers would have better sales arguments for those schools which are determined to remain democratic. No, the communities which have schools with these "listening-in" devices have no one to blame but themselves.

In all fairness to schools which have installed the "listening-in" device, one may well believe that the installation was done with no thought of being undemocratic. It is difficult to believe that a school official would use this method purposely to spy on any of his teachers. However, the situation to fear is that which permits insidious factors to creep stealthily into the American picture without the people being cognizant of the situation. Especially when dangerous factors are promulgated by those people who, if they were aware of the situation, would oppose these ideas with vigor, the situation is critical. Such a situation is now apparent in American education with the continued installation of "listening-in" devices.

The Safeguard of Democracy

There is a general agreement that the greatest safeguard of our democratic form of government is the schools. One need read only a few articles or attend an educational convention to realize that teachers universally share that viewpoint. But the teachers will fail if democracy in the schools does not exist.

There can be no democratic education without democratic administration and equally democratic supervision. Eavesdropping by any means whatever destroys the democracy of the supervisory and instructional processes.

No teacher worthy of his profession will resent personal visitation by his administrator or the public at any time of the school day. He will resent underhanded methods. If an administrator is incapable of evaluating his teachers in terms of student growth, then it is time to change administrators rather than install mechanisms foreign to American freedom and democracy.

To decide on this problem, a superintendent may well ask himself if microphones should be set up so that his board members may listen in on any activity which takes place in his office. A school-board member should ask himself if microphones should be set up so that he could discuss no problems pertaining to school without the possibility of any one of the public which elected him listening. And would the layman install instruments in his children's rooms so that he could listen to their conversations whenever he wished. After all, the parent has for his task the guidance of his own children. A person who would answer "No" to these questions would not be justified in condoning such practices in the schools.

The Supreme Court of the United States has recently ruled that evidence obtained by wire tapping cannot be used against criminals. If our American ideal can recognize the personal rights even of criminals, it should also grant freedom to the teachers. Otherwise, democracy itself is in danger.

Various groups, therefore, have certain tasks to perform regarding this problem. First, administrators who have installed these listening devices must study again the meaning of a real, vital democracy. They should modernize their thinking regarding supervision, and recognize the personal rights of teachers and students.

The Truly Democratic Way

School boards which have purchased such instruments should authorize the installation of controls on the room microphones which would make it impossible for anyone to listen unless the teacher, with the knowledge of the students, turned on the microphones.

Teachers themselves must be militant in guarding their freedom against a dictatorial system, particularly when that system destroys the teachers' function as a guardian of democratic processes.

Parents also have their part. It is their task to see that they are represented by a school board which is cognizant of threats to the future peace and freedom of their children.

It may be believed by some that this problem is purely a local one. Such is not true. Many school districts which have received help from the Federal Government for new buildings or remodeling old structures are installing "listening-in" devices.

The superintendent smiled genially at his visitors who were seated before his desk. "And how would you like to listen to our class in democracy?" he asked. "We should like to," said one of the older visitors. Whereupon the superintendent pressed a button which rang a buzzer in Miss Brown's room. "Hello!" came Miss Brown's voice over the receiver in the office.

(Concluded on page 75)

¹Principal, Dayton, Ohio.



The kindergarten is a friendly, sunny room with southern exposure. It faces a beautiful, wooded tract of park.

The Gaenslen School for the Physically Handicapped Alexander H. Bauer¹

The Frederick J. Gaenslen School for physically handicapped children, is an important addition to the public-school plant of Milwaukee. These children, who for years had been quartered in wooden barracks, have been enjoying their new and long-awaited building since January 1, 1940.

The new building occupies a high, level six-acre site on the west bank of the upper Milwaukee River. The long classroom wing at the east end overhangs the edge of the bank, and looks out upon a wooded slope which stretches down to the water's edge, and across the river to the park on the eastern bank. This wooded area has been designated as a bird sanctuary and makes a delightful park adjoining the school playground.

The entire area of the lot has been landscaped. There are large areas seeded to lawn and with shrubs and trees planted about for quiet recreation. Small garden plots for planting and tending by the children are ranged along the east terrace. The large paved playgrounds for organized sports are to the south of the building with a separate play area for the kindergarten children with suitable play apparatus for them. And then there is a maze

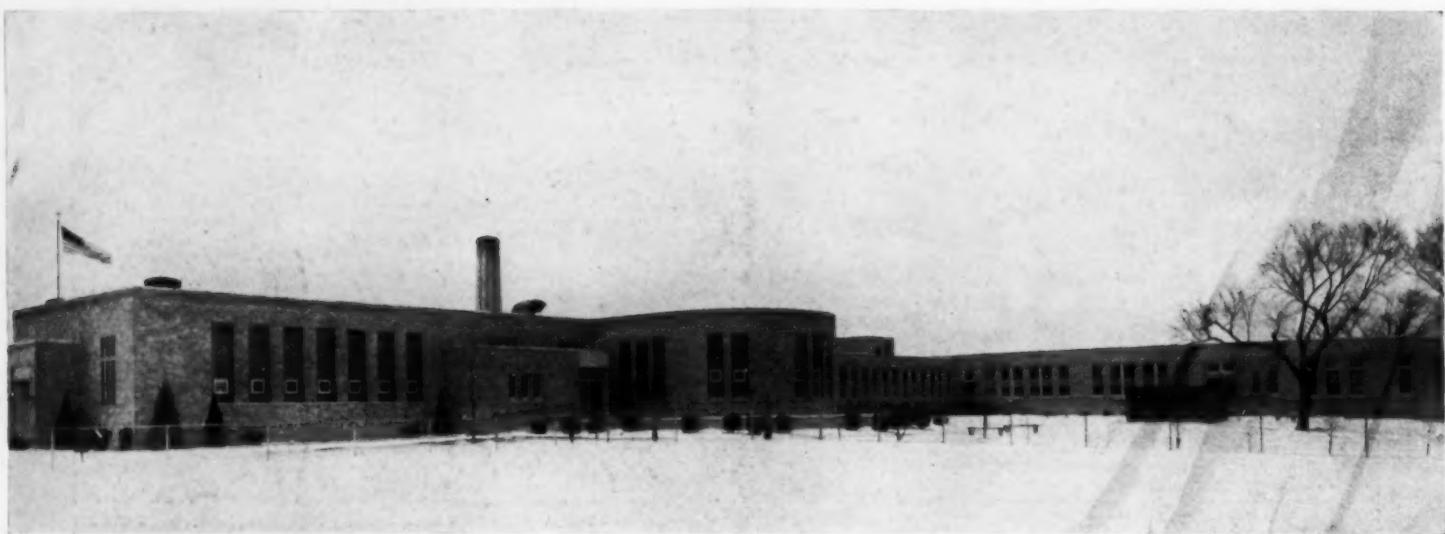
of paths for exercising on tricycles, coaster wagons, bicycles, and other self-propelled toys, for those children who need special physical development along these lines.

The children who come to this school include all ages from the kindergarten through the high school. There are cases of infantile paralysis, spastic paralysis, or other birth in-

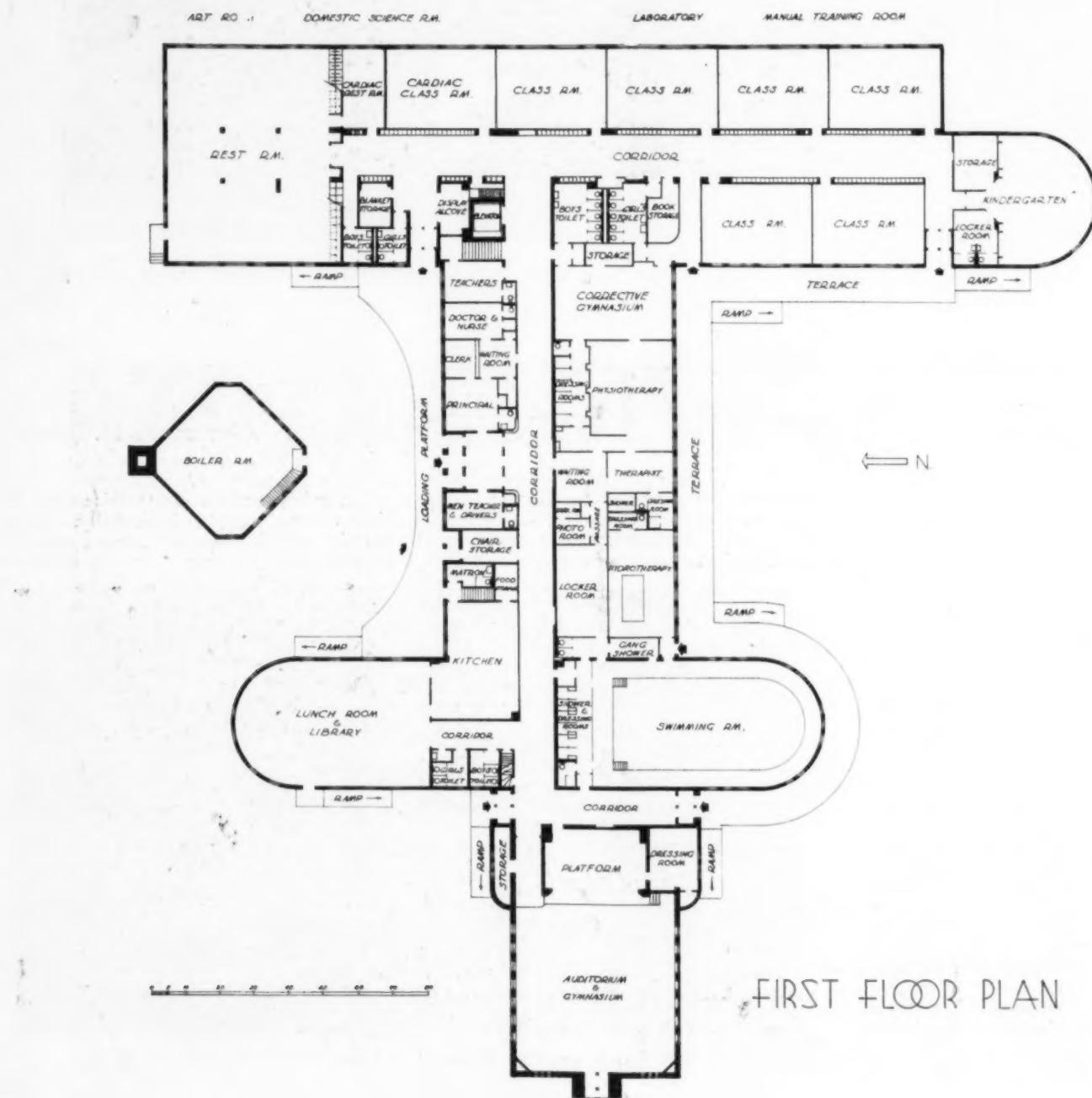


*The Auditorium Wing, Frederick J. Gaenslen School for Physically Handicapped Children, Milwaukee, Wisconsin.
Eschweiler & Eschweiler, Architects, Milwaukee.*

¹Member of Firm, Eschweiler and Eschweiler, Architects, Milwaukee, Wis.



The Frederick J. Gaenslen School for Physically Handicapped Children, Milwaukee, Wisconsin.—Eschweiler & Eschweiler, Architects, Milwaukee.





The auditorium is planned and equipped for play as well as assembly purposes.

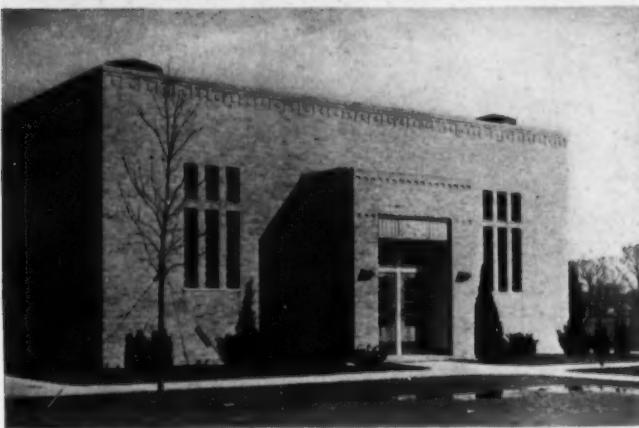
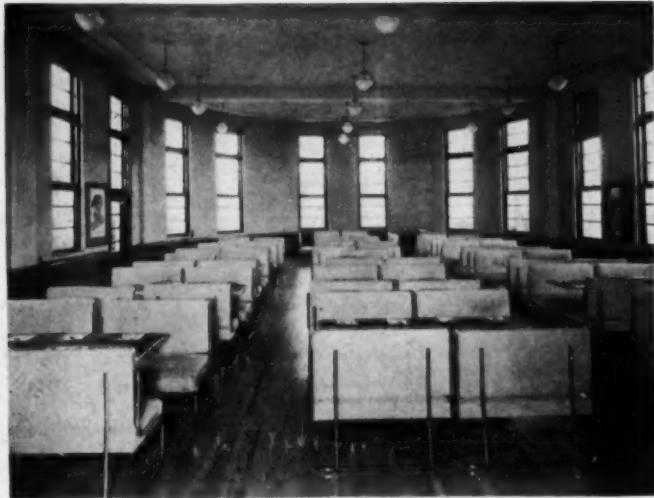
juries, cardiac difficulties, and accidental injuries. These children are brought to school each morning in buses which discharge their loads at the long covered terrace along the

north side of the building, and come back in the afternoon to return them to their homes. Anyone who anticipates a depressing sight, will be amazed at seeing these children arrive.

They are probably the most cheerful group of pupils at any school in the city. Whether they have only a minor handicap or a more serious difficulty, and whether they can walk by



The pool is colorful and well lighted.



Upper left: the therapeutic pool. The room is beautifully finished in buff and green.

Lower left: the street entrance to the school admits visitors directly to the auditorium.

Upper right: the cafeteria and assembly room is fitted with comfortable padded chairs covered with a washable leatherette.

Lower right: the typical classrooms have fully adjustable desks and seats.

themselves, get along on crutches, or are pushed along in a wheel chair by a classmate or a teacher, one sees the same smiling hopefulness and happiness which the anticipation of a new day in school brings.

The building itself is unique. The plans of similar type schools in the country were studied, but due to special conditions in Milwaukee and varying techniques in the treatment of the children, there was comparatively little which could be adapted to this problem.

The building is essentially a school, but combines several other functions which are peculiarly interrelated. The use of the building may be divided into four general classifications: (1) instructional, (2) therapeutic, (3) recreational, and (4) administrative.

The instructional department is practically standard with the exception that most of the children have prescribed rest periods which are spent on folding cots in a large quiet rest room which accommodates over one hundred children at a time.

Each class has its home room on the first floor. Shops, laboratories, and art room are in the ground floor. A large automatic elevator takes an entire class, of as many as forty children, up or down in one trip, to attend these special studies. Each pupil has his own locker in the corridor adjacent to his home room.

The therapeutic department occupies the center of the building. Here are facilities for

the last word in physiotherapy treatments. Lamps, diathermy, massage, and hydrotherapy treatments are available on doctor's prescription, and a good size corrective gymnasium is equipped with all of the apparatus for special exercises and training. This whole department is flooded with south sunlight and is centered about the therapist's office and waiting room.

On the south side of the center unit of the building is a broad terrace which can be used for sun bathing in connection with the physiotherapy department, and which is sheltered from the wind by the wings of the building.

Adjoining the therapy department and used for both curative and recreational activities is the swimming pool with locker and dressing rooms and shower baths.

The recreational department comprises the combined auditorium and gymnasium. This has a seating capacity of about four hundred and fifty. The combined lunchroom and library with complete kitchen facilities occupies another wing, and is in use all day. It has seats for over one hundred thirty people and ultimate capacity for many more. Here each child receives a meal at noon, and during certain hours, numbers of the children come here to read or play.

The administrative department with offices, doctors' examination room, and teachers' rooms, is grouped around the north entrance in the center part of the building.

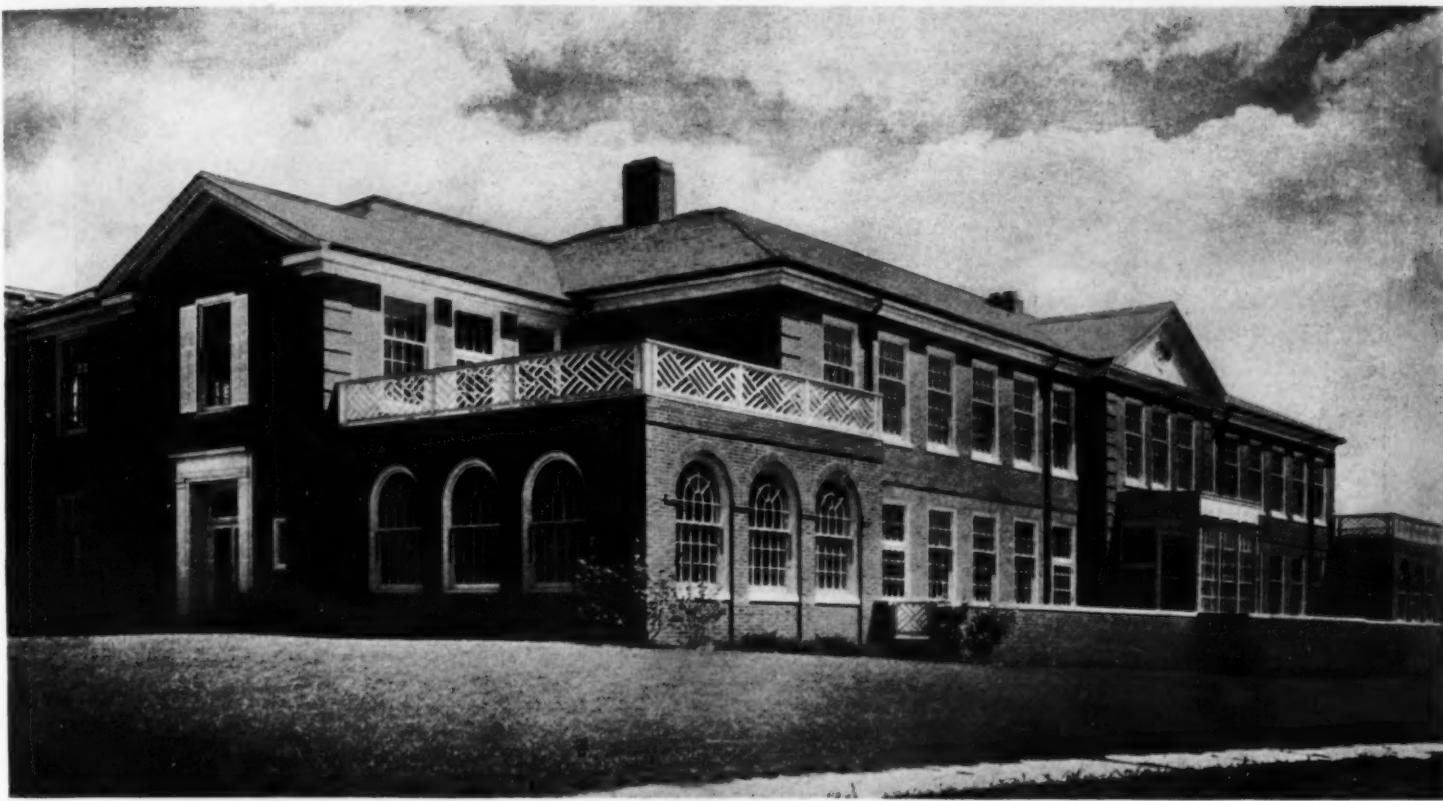
The building is a one-story structure in very simple straight-forward design built of a warm buff variegated brick with some Indiana limestone trim. Stairways have been dispensed with as much as possible, and approaches to the entrances are by means of ramps. In planning much attention was given to the need for sunlight and air, and this feature is quite evident to anyone who tours the rooms.

The interior has been made as cheerful as possible in the choice of materials and colors. There is a great variety of color schemes, and almost each classroom has its own combination of colors. These are generally in the pastel shades with bright striping to divide the varying shades on the walls.

Corridors, toilet rooms, kitchen, swimming room, and physiotherapy department have been wainscoted with glazed structural tile in warm cream and buff, with blue trim courses. The auditorium wainscot is in varying shades of green tile, and the ceilings generally are of acoustical plaster or other acoustical treatment to afford noise reduction.

The floors in classrooms, corridors, auditorium, dining room, offices, etc., are of strip maple flooring finished with a nonslip lacquer. Toilet rooms, locker and dressing rooms, and the swimming room are floored with a non-slip tile.

At present the enrollment at the school totals approximately 220. There is a present capacity of 300.



General Exterior View, Harold Upjohn Orthopedic School, Kalamazoo, Michigan.

SERVING AND SAVING HANDICAPPED CHILDREN THE HAROLD UPJOHN SCHOOL, KALAMAZOO

Beatrice E. Koepfgen

When school opened in September, 1939, handicapped children living in Kalamazoo, Mich., and vicinity were given an opportunity to attend school in a building completely new and provided with every modern facility for happy and purposeful living.

The Harold Upjohn school for handicapped children, made possible through the generous gift of a well-known Kalamazoo family and a

grant from the Federal Government, aims to develop the highest potentialities of every child enrolled in the school by teaching him to live creatively and by giving him the best physical and educational care that is possible.

Early American in style, the two-story building with red pressed brick exterior is built on the highest point in the city and enjoys a panoramic view to the east and south. The

approach to the front or west side of the building gives a view of a twelve-foot terrace on the south side extending almost its entire length. This is sufficiently wide to allow for play or rest in the sunshine.

The building itself is somewhat unique. Care was taken to bring all the physical beauty possible into the architecture and furnishings. It is a school where the handicapped child may



Floor Plans, Harold Upjohn Orthopedic School, Kalamazoo, Michigan.—Albert Kahn, Inc., Architects, Detroit, Michigan.



Luncheon is Served to the Students and Teachers

of the Harold Upjohn school in this combination dining and social room. When the door and the serving counter are closed into the kitchen the room becomes an assembly room which has a stage at

one end. Low ramps at either side lead up to this stage which is provided with drop curtains and footlights. Folding tables and chairs may be quickly disposed of in an adjoining room.

learn to live richly within the range of his limitations and also contribute his share to human progress. By providing early and adequate care, it plans to remove or decrease the disability of the child.

With the exception of the kindergarten and fatigue rooms, the color scheme is carried out in soft greens and yellows. Physical factors

which are common to all the rooms are the semi-indirect lights, acoustical tile ceilings, enclosed radiators under windows, telephones, wardrobes and cupboards for supplies, public-address system, floors covered with asphalt tile, unwaxed to prevent danger of accidents from slipping (except in the hard-of-hearing room); marble window sills with the excep-

tion of the kindergarten, green Venetian blinds in all but the sight conservation room, special drinking fountains of cream porcelain with easy-to-turn-on faucets, built-in cupboards and bookshelves, electric clocks with fire-alarm connections, and air conditioning. All wood-work is maple finished with an oil rub.

In the halls special features are constructed



Doors Opening at the West or Front Entrance

of the building permit a full length view of a spacious corridor that leads directly into the cooking and sewing classroom. The principal's office and waiting room are immediately at the visitor's left of the entrance. The low hand rails, non-skid floors, recessed drinking fountains and padded rest benches, and colorful murals are noted at once.



In This Corner of the Combination Kitchen

and sewing classroom may be seen three children from the elementary orthopedic class preparing food to be served at a small luncheon demonstration.

and placed to be of most service to the children. Low drinking fountains with special release knobs, red leather padded benches, display cases and space for wheel chairs are all recessed to prevent accidents of any sort. Without detracting from the artistry of the interior handrails along corridor walls and room entrances are placed to be most useful to the child. Doors with long shank knobs, wide enough to admit wheel chairs, walls of ceramic tile with a narrow decorative border, handrails for those feeling the occasional need of support, and gay, colorful murals are other features of the halls and stairway that exemplify the usefulness as well as beauty in educational designing.

Every precaution for the comfort and safety of the children being transported to and from school by buses was considered in the construction of a covered platform at the back or northeast entrance of the building to which school buses are driven. Foot-warming radiators are so placed that, immediately upon entering the building, children may stand over the heat or back up to the wall in order to become comfortable quickly and easily. The air is filtered, washed, and humidified before it is brought to the proper temperature by an air-conditioning unit located in the attic.

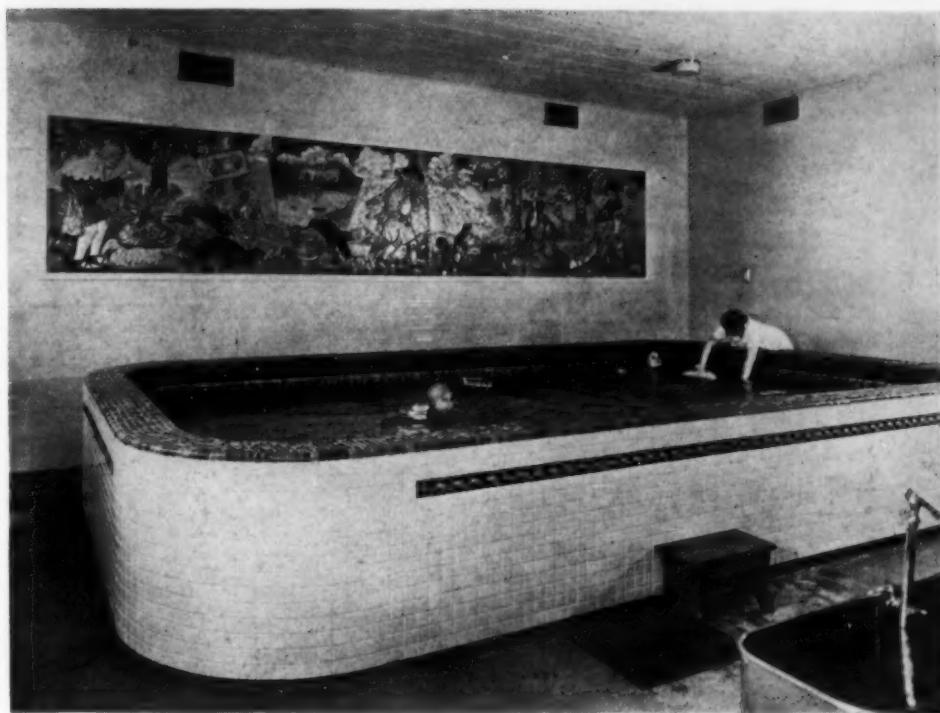
In general, the first floor given over chiefly to the orthopedic class and treatment rooms, includes a dining and social hall combined, a kitchen and a fatigue room equipped with forty cots, a supply room, and the principal's office, which is found at the left of the front entrance. On the second floor are classrooms for the hard-of-hearing and deaf, impaired-vision and blind, and lowered-vitality groups. A library classroom is used for giving instruction to children with speech defects. On this floor a general clinic room, a playroom with outdoor balcony, a teachers' lounge and second fatigue room are located.

Early elementary orthopedic children are delighted with their room. The fireplace made of decorated tiles imported from Holland, the enclosed fishpond, the tile window sills upon which they may have growing plants, are perhaps the greatest contributing factors and a never-ending source of pleasure. A doorway, wide enough to permit the passage of wheel chairs, opens directly on the sun terrace. This is true for all the rooms on the corridor also. Toilet facilities especially designed for small children have been placed in an adjoining room.

One of the centers of activity in the classroom unit on first floor is the greenhouse, accessible to both the later elementary and junior high classes through a small workroom. The terrace, previously mentioned, is projected to allow for this glassed room where the children may have their initial experience with plant life or continue an already growing interest.

In the next series of rooms exploratory opportunities are provided for a variety of arts and crafts. Apparatus, machines, looms, and other furnishings that will definitely function in the rehabilitation of the children enrolled are being added as the educational program unfolds. However, work in woods and metals, ceramics and leather, weaving, clothing and textiles, foods, dramatics, music and fine arts, and many other activities are now providing a variety of experiences that satisfy several objectives.

The combined cooking and sewing room may be reached by means of a fitting room connecting it with the crafts and loom room or through the hall. This small room has full



In This Room Provided with Arm and Leg Whirlpool Baths, foot sterilizer, and decorated tile treatment pool seventeen feet in length the physiotherapists give care to many types of cases. An unusual feature is the wall plaque, a gay and colorful representation of tales from Aesop's Fables.



In These Two Adjoining Rooms an Opportunity is Offered for Boys and Girls

to gain a knowledge of shop practices, the care and use of tools, and the kinds of trades within their capacity. Through such interests as drawing, or electrical, wood, metal and jewelry work a background training for later vocations is supplied.

length triple mirrors. In this combination room are electric and hand sewing machines, laundry trays, pressing facilities, and sewing tables at one end; at the other are found gas and electric stoves, refrigerators, cupboards, cooking tables of different heights, and a storage room.

The workshops for both boys and girls are next, to the north. Here are mechanical-draw-

ing facilities, hand and electrical equipment for all types of inventive minds and hands. Of particular interest is a jig saw mounted on a frame similar to that of a bicycle which allows strengthening exercises of the leg and foot muscles while the child continues with his work.

Trained helpers prepare wholesome, well-planned luncheons in a model kitchen which



This Twelve-Foot Terrace Extending the Full Length of the south side of the building affords ample sun and play space for the orthopedic children. Doors lead from all the classrooms on this side and are wide enough to permit easy moving about of wheel chairs.

opens into the combined social-dining room. Here, as in the foods classroom, a dual ventilating system allows for complete change of air by the pressure of a button. Fresh air is brought in, cooking odors forced out, and the temperature returned to 70 degrees all within a few minutes. In the cupboards are dishes of white or yellow with attractive designs carrying out the motif of child interests. In the dining room the yellow and green color scheme is continued in the wallpaper and drapes. When the room is to be used as an auditorium or social gathering place, the green linoleum-topped folding tables and chairs are easily stored away, thus making it possible to care for approximately 300 persons. A piano, colored floodlights, and a curtain have been provided for the stage which is accessible by means of low ramps.

Across from the assembly-dining hall is the fatigue room where the orthopedic children may rest at any time during the day. Here the color scheme is gray and red. Gray scenic paper covers the walls, red blankets cover the cots, and venetian shades, closed to keep out the light, bespeak an atmosphere of rest.

Treatment rooms equipped with apparatus designed to aid in the development of healthy muscles, are located across from the elementary classrooms. In the shower and toilet rooms equipment is so placed that children's weight and balance can be most efficiently supported. A never-ending source of interest in the room where the treatment pool and arm and leg whirlpool tanks are located, is the large wall plaque, extending almost the entire length of the seventeen-foot pool. On this immense plaque are colorful representations of such fables as the "Goose that Laid the Golden Egg," "The Tortoise and the Hare," and the "Three Little Billy Goats."

Aside from the stock room and lavatories for the domestics, the principal's offices and visitors' waiting room complete the first floor. Here a complete telephone and public-address system reaching every room in the school is controlled.

Several features characterize the sight conservation room in the northeast corner of the second floor. Photoelectric cells control the lighting so that adequate illumination is constant. Venetian blinds, green on the outside and white on the inside, hung in two sections for separate operation, are a definite aid to natural lighting. Glare is prevented by tipping the blackboards farther from the wall at the top than at the bottom.

As an aid in developing an awareness to vibrations as a means of communication, the



A Corner of the Sight Conservation Room

showing the separate operation of the Venetian blinds and the photo electric cells which control the lighting. Glimpses of the tilt top desks and the reading racks which prohibit possible movement of the pages as the children read may also be seen.

two rooms for the hard-of-hearing and deaf children have hardwood floors, air spaced below. As on the first floor, the yellow and green color scheme relieves the harshness often found in conventional classrooms. A reading room, eventually perhaps more of a library, affords opportunity for individualized instruction in cases of speech difficulties. On this floor, too, provision is made for children's rest in a room supplied with forty red blanketed cots.

Across the front of the building extends a large playroom, meant particularly for winter recreation. A roof balcony, together with the first floor terrace, offers opportunities for play in the fresh air and sunshine.

This school takes care of children who could not otherwise attend school anywhere, such as spastics and those suffering from muscular dystrophy. One of its prime considerations is the overcoming of the handicap that prevents the child from participating on an equal footing in the normal activities of average children.

All effort is directed toward the goal of having as many children as possible resume the activities of normal living in a normal situation. The skillful application of the best therapies which science has to offer, combined with the assistance of understanding and co-operating patients and parents, make these physical improvements possible.

Not only does this school minister to the needs of those exceptional children who live within the city school district, but it also serves similar children living within the county who can be transported at a reasonable cost. Any child may qualify for admission who is of normal intelligence and who is recommended by medical specialists as prescribed by the Michigan laws for the education of exceptional children.

SCHOOL-BOND ISSUES

During the month of May, 1940, school bonds were sold in the amount of \$6,986,175. The changing economic situation due to the European war, was reflected in the interest rates, the average of which rose to 3 per cent.

During the month of May, short-term notes and tax-anticipation warrants were sold in the amount of \$2,933,034.

SCHOOL-BUILDING CONSTRUCTION

During the month of May, contracts were let for the erection of 23 school buildings in 11 states west of the Rockies, at a total cost of \$743,800. During the same period, 24 buildings were reported in preliminary stages, to cost \$1,524,000.

During the month of May, Dodge reports that contracts were let for the erection of 339 school and college buildings, in 37 states east of the Rockies. The valuation will be \$1,785,000. During the same period, contracts were let for 16 laboratories and science buildings connected with educational institutions, to cost \$3,466,000. Contracts were also let for 12 libraries and museums, to cost \$1,013,000.

HOLD TENTH ANNUAL SHORT COURSE

The tenth annual short course for school custodians and janitors of Oklahoma and the vicinity was held June 10-16, at the Oklahoma A. & M. College, in Stillwater. This course is sponsored by the school of technical training of the Division of Engineering of the A. & M. College, in cooperation with the trade and industrial division of the State Department of Education and the Oklahoma Association of Custodians and Engineers.

The course was arranged for the man who has complete charge of a small school and who was attending the short course for the first time.

The Modern High-School Auditorium— Center of Civic Life

**Beautiful, Well-Equipped Auditoriums Are Largely Responsible
for Increasing Use by All Community Groups**

Raymond S. Reed¹

It was not so long ago that the auditorium was the dusty, forlorn, and forgotten unit of the high-school building. Limited adoption of the assembly plan, inadequate equipment, and red-tape restrictions which prevented its use by any outside group, combined to make the school auditorium the most unpopular and unpopulated gathering place in the community. Like the old-time parlor, the auditorium was opened up only on rare occasions. Many of the taxpayers never saw the school auditorium unless they happened to have a member of the graduating class in their immediate family. Then, during some balmy night in June, locks were removed from the doors; dust was removed from the chairs; and a few parents filed in to see, in actuality, the item listed in the building budget, "Auditorium, including equipment." These interested citizens knew they had voted in this expense because someone had said that every high school needed an auditorium and, for that matter, most high schools actually did have one. What was done with it after the building was completed was usually a deep, dark secret, which only the principal, teachers, and students occasionally uncovered.

A chain of circumstances seems to have been responsible for the amazing transformation which has taken place. First, the increasing use of assemblies made the student body and the educators more auditorium conscious. Secondly, with the advent of educational motion pictures, particularly sound and talking types, the need for improved acoustics became

evident. Parent-Teacher Association meetings were permitted in the high-school auditorium. At last, the parents were beginning to come in contact with the high-school auditorium and to see for themselves its advantages and its shortcomings as a gathering place. Later, the various taxpayer group meets were held in school auditoriums. This helped immensely because the taxpayers could appreciate and enjoy the physical assets of their school plant. From this point, it was a logical step to broaden the scope of the high-school auditorium by making it available to responsible civic groups for theatricals, mass meetings, charity affairs, art and cultural exhibits, and for many other worthy purposes.

As a result of this wide exposure to so many people, the auditorium has become a focal point, a center of interest for the entire community as well as an important factor in its civic life. This increasing, diversified use of the high-school auditorium has resulted in a broad, basic, community desire for better architecture, authentic interior design and decorations, and for improved, comfortable, modern equipment. Hence, the demand for improvement originated with the taxpayers, the citizens themselves.

In all this period, however, the American architect was, literally, years ahead of the demand. For years, the architect had sensed the trend . . . the increasing possibilities of the auditorium's use . . . and had pleaded, coaxed, and cajoled many school boards in a valiant, but vain attempt to modernize and beautify the auditorium, thus making it a practical,

comfortable center of community interest. In a few rare instances, the architect was permitted to follow his recommendations and, without exception, the resulting auditorium proved to be the pride and joy of school boards and citizens alike. Today, the American architect is contributing more to the beauty and usability of the high-school auditorium than any other individual connected with its building.

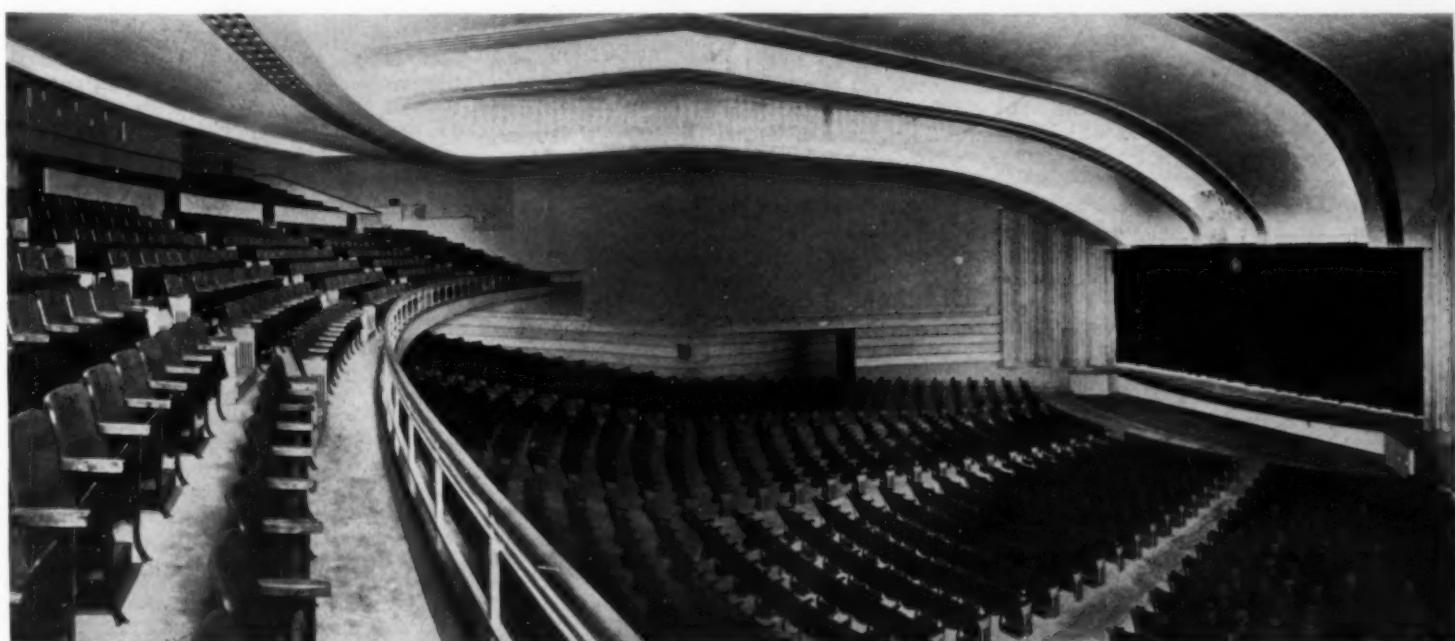
A noteworthy example of the modern high-school auditorium is shown in the accompanying illustrations. This Everett, Washington, high-school auditorium was conceived and executed by Mr. E. W. Morrison, an able architect with offices in the Textile Tower, Seattle, Washington.

Mr. Morrison's interpretation of the requirements of such a building and his rendition, right down to the most minute detail, were perfect. He achieved an impressive and modern exterior by the use of a few, simple planes, accented by a broad center with setback ends. Two flagpoles are set close to the building. Two bas-relief medallions, the word, "AUDITORIUM" in Roman letters, and a flat planed, clean looking marquee, complete the beautiful façade treatment. At the base, a simple reeded motif, in darker color, adds a feeling of height to the entire building.

The interior is designed with the same strong, simple sweeps which prove so effective for the exterior. Indirect lighting in the ceiling is so treated that the full depth of the auditorium is brought out clearly and interestingly. Where some designers might attempt to hide or partially conceal air ducts, Mr. Morrison makes them part of his interior motif with the result that they prove an effective foil or contrast for the light ducts.

In the front orchestra, just below the stage is a roomy area which accommodates a large orchestra, a practical feature for pupils' musical pageants and similar activities. A large, well-equipped, projecting booth is located in the balcony. For the auditorium, Mr. Morrison selected a special opera chair, the aisle standard of which was designed by Raymond Loewy, noted modernist and designer of many streamlined trains. A total of 2,213 of these

¹Gardner, Mass.



Not the least of the charm of the Everett High School Auditorium is the streamlining which is accentuated by the lighting fixtures concealed in the ceiling.



The Simple Exterior of the High School Auditorium, Everett, Washington, is properly and effectively relieved by cast stone panels representing education and the dramatic and music arts.—E. W. Morrison, Architect, Seattle, Washington.

seats were installed by the B. F. Shearer Company of Seattle. The simple, lined motif of the aisle standard was repeated as a modern dado along the walls of the orchestra.

An interesting feature of Mr. Morrison's auditorium is that it presents to the eye (as the illustration shows) a clean, unbroken, flowing line. The base lines in the orchestra blend into the lower balcony and the indirect lighting and air duct treatment "ties in" the complete interior.

This beautiful auditorium was carefully planned, in advance, as a civic center, a building which all citizens could and would enjoy. It is contributing much to the community life of Everett. It is a real achievement in the architectural and cultural life of the city. And, it is a tribute to the Architect Morrison and the school authorities who have so successfully collaborated to plan and erect what they believe tomorrow's high-school auditorium should and, we hope, will be.

Testing Teachers and Pupils for Tuberculosis Harry O. Eisenberg¹

In the practical application of means for safeguarding public health we are far behind our knowledge of the science of health and our understanding of the dangers of disease. We quarantine for measles, chicken pox, whooping cough, and other infectious and contagious diseases, but we are criminally negligent in the control of other diseases which are highly dangerous. We speak of tuberculosis with sentimental sympathy but casually forget the matter and allow infected individuals to continue their daily contacts and to spread daily infections.

The school laws of Pennsylvania specifically provide that "No person having tuberculosis of the lungs shall be a pupil, teacher, janitor, or other employee in any public school, unless it be a special school carried on under the regulations made for such schools by the Commissioner of Health." That the provision is excellent, there is no denying. But since no mandatory means of checking up is provided in order to ascertain which pupils and school employees are suffering from pulmonary tuberculosis, of what value is the provision? If a board of education were to purchase supplies for the Mantox test and pay

for the incidental X-ray plates essential for the satisfactory interpretation of positive reactions to the test, the members would open themselves to a possible suit brought by some militant, economy-minded taxpayer.

The Board of School Directors of Bangor, Penn., have been conscious of the foregoing situation and have understood that there is a great incidence of tuberculosis in this industrial section of the country particularly among teachers. Public health records indicate that one in forty-six teachers is infected with an active case of tuberculosis and that the pupils are in need of especial protection. For the purpose of protecting both teachers and pupils, the Bangor board in 1938 adopted the following resolutions:

"Realizing the necessity for building strong bodies for active healthy minds to function in, and realizing that the number of teachers with active cases of tuberculosis is one in every forty-six, and realizing the possible danger of infection of the pupils under them by any such teachers there might be on our staff, the school doctor and I recommend the following provisions to cover the situation:

A. 1. That hereafter all newly appointed teachers and other school employees in the Bangor public schools, before being awarded a contract, shall satisfy the school physician of the

district that they are free from pulmonary tuberculosis by submitting to him an X-ray film of the chest.

2. That all teachers at present employed under the age of 35 submit themselves biennially for a thorough physical examination by the school physician and to a further X-ray plate of the chest if deemed necessary by the school physician.

3. That all teachers at present employed or who may be employed beyond the age of 35 shall submit voluntarily to a thorough physical examination when requested by the school authorities to do so.

4. That whenever an employee's presence in the schools may constitute, in the opinion of the school physician, a menace to the public health or welfare of the pupils, such employee shall be given an indefinite leave of absence without pay until complete recovery has taken place.

B. 1. That all pupils participating in athletics secure written permission from their parents to be given the Mantov test for tuberculosis. If the reaction is positive, that X-ray pictures be taken of the chest.

2. That no pupil having had active tuberculosis be permitted to participate in any form of athletics until the school physician declares him satisfactorily recovered.

C. 1. That for the next four years in cooperation with the Eastern Northampton County Tuberculosis and Health Society, which will furnish P. P. D. serum and pay for the necessary X-ray exposures, the Bangor board of education will endeavor to test every ninth grade pupil (the word, endeavor, is used here because written parental consent is necessary to administer this test).

With the publication of these resolutions in the local newspaper the first steps in educating the public were taken. This initial statement was followed by regular news releases, explaining more fully the reason, significance, and value of the program. The Parent-Teacher Associations, the Women's clubs, the Service clubs, the employees of a large local mill employing nearly 1,400 people, and the students themselves were addressed by doctors and nurses cooperating with the schools in the educational campaign. Motion pictures as well as lectures were used in this effective publicity.

On the week end before the testing was begun, a letter appeared in the local paper explaining that the tuberculin testing of the pupils of the ninth grade, in all cases where the consent of the parents had been obtained, would be started. It was further explained that the tuberculin test was merely the injection of a few drops of harmless serum under the skin to discover whether or not the child had been in contact with an active case of tuberculosis. It was made clear that an X-ray at the expense of the Eastern Northampton County Tuberculosis and Health Society might be made of the chest of those who reacted positively, for interpretation by a specialist. It was finally explained that the X-ray would be discussed with appropriate suggestions with the parents.

In order to secure a direct contact with the parents, pamphlets and leaflets, provided by the tuberculosis society, were sent home with every child. To prepare for the inquiries that would naturally follow from the distribution of this literature, the school nurse and doctor sent a letter to all physicians in the community asking their cooperation. The members of the medical profession were requested to explain to their patients, the advisability of allowing their children to receive the test.

For all children in the group to be tested a form letter was prepared and sent home to

(Concluded on page 79)

¹Superintendent of Schools, Bangor, Penn.

Student Tutors Reduce High School Failures

H. M. Horst¹

A challenge that has come to teachers and school administrators in recent years has been the one presented by compulsory mass education. How may the teacher be enabled to give each individual student the time, help, and sympathy to which he is entitled? This problem has been intensified by the devotion to the democratic theory of enrolling all students of both intellectual extremes in one building for purposes of instruction. No teacher of academic subjects can do equal justice to both better and poorer students, as individuals, when she is required to teach them in the same class. She may teach the one group with excellent effect, but she will neglect the other. She reaches her limitations in lack of time, and in both physical and mental human endurance.

In spite of efforts to accommodate high-school courses and classes to the interests and abilities of both groups, academic standards are geared to the abilities of students with more than average intelligence. Even adjusted requirements do not sufficiently challenge the students of the higher intellectual group, and yet they result in an unwarranted number of failures in the lower group. This challenge of students, as individuals, has become more acute since the onset of the depression when teaching forces have been curtailed and classes have become correspondingly larger.

Fortunately, the decade preceding the depression saw the beginning of a student tutoring project which was ready to provide a measure of relief from these crowded and maladjusted conditions by providing some individual instructions where it was most needed. It seems significant, as will be shown later, that large high schools, where adjustments can more easily be made to the needs of groups, by segregating classes according to their mental ability, find most use for student tutors.

The twin problems of more work for the better students and more help for the weaker students, have been allowed to neutralize each other in a cooperative enterprise of student tutoring where the students of higher intelligence have been encouraged to help themselves by helping others, their more unfortunate classmates. The better students thus have been enabled to make the learning process more desirable on the part of the learner, and teaching more effective on the part of the teacher. To this end, thousands of the better students throughout several states have in the last sixteen years brought encouragement to thousands of their fellow students, and given them a measure of that individual attention which their teachers were unable to give.

According to Mr. C. C. Harvey of the Department of Secondary School Principals, of the N.E.A., student tutoring "has developed as the best solution to the problem found in many schools of providing more assistance for failing and weak students. . . . It promises to become even more important in the future because students needing help often profit more from the assistance of other students than they would even from their teachers."²

Early References to Tutoring

It appears that the first journalistic reference to student tutoring as known today,

appeared as early as 1924.³ The article discussed student tutoring as one of a series of projects carried on by the students of the social science classes at West High School, Akron, Ohio. In one of these projects the upper-class students volunteered to act as advisers to freshmen and other new students, in their efforts to adjust themselves to their new environment. It was found that the immediate problem facing many of these new students was meeting the requirements of high-school lesson assignments. The student tutoring project was in reality an outgrowth and a by-product of the work of the student advisers. The article goes on to relate that:

"It was found that a certain girl needed help in physical geography. A senior girl at once offered her services. The good news spread like fire. Now the weaker student may have regular and systematic help from the better students. S.O.S. (special help) calls flowed in from teachers and pupils. A total of seventy in one semester. A definite plan of procedure was adopted.

"Naturally a few students voluntarily discontinued getting help, while a few others were dropped for want of proper effort, but of those continuing, fifty students, or 85 per cent, did satisfactory work."

Even though the experience in West High School, Akron, was limited, and the number of cases considered was too few to warrant a definite conclusion, student tutoring had by the spring of 1924, entered upon an experimental stage. Teachers began to observe the procedure critically, but continued to send pupils for help. Tutors continued to serve. Records were meticulously kept, showing the academic progress made by tutees, both during the special-help period and after help was withdrawn.

While the project was limited in scope and specialized in character before 1930, a definite beginning had been made and sufficient evidence had been accumulated as to its worth, to justify its use as a means of relieving the large classes necessitated by the depression during the next decade. The movement received great impetus from the appearance of articles on the tutoring activity in the early thirties. More high schools adopted the idea, and student tutoring gradually established a claim as an effective means of relieving teachers and reducing failures.

Experiences in Other Schools

In the present article are included brief statements of those schools whose findings have supplemented those of West High School, Akron, in showing the results achieved.

The John Adams High School was the first of the Cleveland, Ohio, schools to adopt student tutoring in systematized form, as a regular procedure. As early as November, 1933, a total of 105 tutees had enrolled during the first six weeks of the project. The slogan at John Adams is "self-government." According to the Cleveland Plain Dealer of December 13, 1938, "Easily the most unusual feature of this distinctive John Adams plan is the tutoring. . . . The tutors are members of

the National Honor Society, pupils with the highest grades and best personalities. At present 145 Adams pupils are being tutored by 125 honor students."

Topeka, Kansas, High School adopted student tutoring as a regular procedure in April, 1934. According to the Journal of the N.E.A. of March, 1936, "ninety-four tutors gave help last year (1935) to 117 pupils, 82 per cent of whom passed their work satisfactorily." The Topeka High School reported: "We like the experiment because the weak pupil discovers usually that he can do the work, and we like the effect it has on the tutors. The fact that they are helping someone else, and have been especially chosen to do the work, gives them self-confidence and self-respect."

The Collinwood High School, at Cleveland, Ohio, has a junior-senior high set up with an enrollment of five thousand students. The Collinwood Spotlight, April 1, 1938, considers the initial sponsoring of student tutoring classes by the National Honor Society as the outstanding event of the year 1935. In the first three weeks of the tutoring project in that year, a hundred tutees were given help by an equal number of tutors. This enrollment has grown till, at the present time, approximately a thousand students are connected each year with the tutoring room, either giving or receiving help. Reports from Collinwood are very pertinent, for this school offers a unique opportunity for the tutoring of junior pupils by senior-high tutors.

Mr. A. D. Ladd, principal of the Garfield High School at Akron, Ohio, finds that in mathematics and foreign languages, ninth-year pupils who did "outstanding work," became the best tutors of other ninth-year pupils when both tutor and tutee had the same teacher and at the same period. According to Mr. Ladd this is due to the fact that the tutors were enabled to keep in touch with the teacher's assignments and methods used, and could contact the teacher readily for suggestions and help. He says: "I saw some of the best student help done under this plan that I have ever seen. We do know that we cut very definitely the percentage of failing grades."

Student Tutoring in Practice

In general, the student tutor helps his tutee or tutees, regularly at a definite place and time, usually during a study-hall period common to both. Tutors are instructed to teach tutees how to study and to master fundamental principles. At its best student tutoring does just this; in its poorer forms tutoring degenerates into aiding the tutees to get their daily lesson assignments.

There seems to be real evidence, however, that, in addition to getting help in daily assignments, tutees are really aided in their mastery of fundamental principles. For according to the records of West High School and of other schools tutees who continue the study of the same subject after the close of special help usually continue to make progress in marks instead of slipping back to the status of the prehelp period.

Source of Data

The marks referred to in this article represent the basis on which students are generally

¹Instructor, West High School, Akron, Ohio.

²School Activities, March, 1938.

³The School Review, May, 1924, p. 345.

promoted, and to the extent that they are significant for promotion they may be considered as having value in this discussion.

Since the value of data of this kind varies with the number of cases considered, and the variety of conditions under which the data was accumulated, this material has been taken from a number of schools, and from various semesters scattered over the last fifteen or more years.

The high schools named above have consistently kept records of the academic results achieved by student tutors as indicated by the increase in marks made by their tutees. Reports from these schools have been supplemented by reports from other schools received at various times. And so the accumulated evidence is that of hundreds of teachers, representing a number of school administrations, and a large variety of conditions.

Benefits to Students

We give here the report of some 4,000 tutees of the various schools, all of whom had enrolled for special help to prevent their failing. This help was given in practically all the academic and commercial subjects. As estimated by the schools reporting, about 60 per cent, or 2,400 of the 4,000 tutees received benefit from the tutors' help.

Even though the tutee may "fail" at the end of the semester, tutoring need not always be considered a failure. These pupils are recommended by their teachers for special help because they are doing failing work, or are near the margin of failure. If the tutees are saved to the study of their weaker subjects, if they are enabled to pursue their chosen courses, and are saved from the ignominy of final failure, the work of the tutor may be considered to be of some value even when the tutee fails at the close of the period of help.

Then, too, it would appear that students who have dropped the subject in which they had received help, and failed, may have received some benefit. The help from the tutors may have proved to them, without wasteful repetitions of the subject, that the subject tutored was not for them. They may have been induced to select other lines of work, and thus to get set more quickly than they would otherwise have done.

The tutors make no apology for their inability to be of greater help to their tutees. No apology is necessary. Where mass instruction is found insufficient, tutors cannot always be expected to succeed, even in individual instruction.

In reporting the following data of progress made by tutees at West High School, Akron, tutees have been eliminated who had fewer than ten lessons of special help, as well as those whose failure to make progress was due to their own lack of effort or cooperation.

Progress in Mathematics and Foreign Languages

The records of progress represent work of 358 tutees in mathematics and foreign languages, mostly during the few years following the beginning of student tutoring in 1923.

Number of Students	Per cent of Increase
86	1 to 5
74	6 to 10
50	11 to 15
20	16 to 20
7	21 to 25
6	26 to 30
2	31 to 35

When help began, the average initial mark of these students was 69.1 per cent, just below the passing mark. The average first semester mark, just before examination was 76.81 per cent. The accompanying table gives in intervals of five the increase in marks made by these students during the special help period.

In addition to these there were a large number of pupils who having had "just passing" marks, were sent by their teachers for help to prevent their failing. Many of those who "just passed" at the end of the semester may be said to have benefited by the help of tutors without raising their marks.

Marks Increase after Help

In order to find out how the marks of the tutees would be affected by the withdrawing of the help of tutors, a study was made of a large number of those tutees who continued the same subject without help, the semester after help had been given, and again the following semester.

It was found in this connection that an average increase in marks occurred from 79.8 per cent in mathematics and 73.23 per cent in foreign languages in the semester of help, just before examination, to 81 per cent in mathematics and 76 per cent in foreign languages at the corresponding period in the following semester without help.

If those special-help students who continued the study of the same subject in the second semester after help, are followed, it is found that the average student has apparently reached his level in making of marks. With some slight variations the marks at the close

of the semester after help, just before examination, correspond very closely with those of the first marking period in the second semester after help.

How much effective help one student can give another has long been a moot question. Educators have often taken the stand that any student who receives help from a stronger student is likely to establish the habit of leaning on others, and to weaken his own power of independent thinking. So far as is known no effort has ever been made toward a scientific approach to the problem; nor is it claimed that this discussion with its accompanying data is worthy of this claim. These reports on increase in marks made, however, throw more and more light on the subject as data continues to come in from various schools.

The teachers of the pupils included in this paper agree that there is a gradual increase in effort as the pupils continue receiving help, and that their effort recedes slightly when help is withdrawn. This apparent parallelism between variation in effort and variation in marks seems sufficient reason in itself for the pupils' doing better classroom work while receiving help.

Great emphasis is added to the above discussion by the fact that an increasing number of technical schools, colleges, and universities have recently adopted similar systems of student tutoring as a means of preventing failures. Their reports on results achieved are awaited with interest. Their combined experiences should add great weight for or against the practice of student tutoring as it has long since been carried on in high schools.



— Goldberg, in New York Sun
Happy Landing in this Year of Turmoil, 1940?

The Minneapolis School Board in Action

Dr. Charles R. Drake¹

A flexible curriculum, progressive in thought and adjustable to needs of life in the community, and teacher participation in the formulation of that curriculum and in the adoption of textbooks are among the educational and administrative policies encouraged by the Minneapolis board of education.

Teachers' curriculum and textbook committees are organized at each grade level and in various secondary level and subject fields, and operate in co-ordination with the superintendent's office and the school board.

The seven-member board has authorized special training for handicapped children to an unusual extent, including the Michael Dowling School for Crippled Children, and cardiac cases, sight-saving classes, special classes for the hard-of-hearing, the undernourished, subnormal children, and classes in remedial reading.

Strong emphasis has been given to vocational education, with the modern Miller Vocational High School now being enlarged to absorb the Boys' Vocational High School in a single, unified plant. Exploratory vocational courses also are given in the junior and senior high schools.

9,261 Adult Students Enrolled

Adult education has grown through a half century from its beginning in naturalization activities to cover a wide scope of high-school, vocational, homemaking, and cultural courses, enrolling 9,261 students in this school year, and drawing 72,000 persons to public forums and other activities. The WPA has assisted in recent years in providing instructional personnel for the adult education department.

Minneapolis has 85 elementary schools, 11 junior high schools, 9 senior high schools, and 2 vocational high schools, an adult-education center, and a plant-administration building, in which are centered construction and maintenance activities. In a former school building is a janitor-engineer school.

One of the major difficulties confronting the Minneapolis board of education has been the

¹President, Board of Education, Minneapolis, Minn.

maintenance of its automatic-increase salary schedule in the face of a decreasing tax valuation on real estate and a city charter limitation on the school tax rate.

Tax Limitation Questioned

In an effort to maintain the quality of the teaching personnel through adequate salaries, and to provide adequate physical facilities, the board voted recently to proceed in the courts for a declaratory judgment on the right of the board to levy in excess of the city charter tax limit. At the same time the board decided to submit to the voters, in the municipal election next fall, a proposal for a three-mill increase in the charter tax limitation.

Efforts to keep politics out of board activities have been quite successful. Board members are elected at large, thereby being committed each to represent all of the people of the city. The board personnel includes one physician, two lawyers, one former teacher, one businessman, and two officials of organized labor.

The school board has representation on the municipal board of estimate and taxation, the city library board, the county board of tax levy, and the board of trustees of the Minneapolis Institute of Arts.

Freed from Estimate Board

Through the courts, the board of education about two years ago gained its freedom from authority of the municipal board of estimate and taxation, thus gaining a new measure of freedom in acquiring and expending school funds according to its own opinion as to educational need. Building bonds, however, still must be obtained through the city council, the bonds thus being a general obligation of the city.

It is the opinion of the board that the school system and its administration should be disassociated from other municipal activities so far as is reasonable, for the greatest good of the educational system. In discussing the suggested inclusion in a proposed new city charter of an enactment to eliminate the school

board, or at least place it directly under city council control, Dr. W. E. Peik, dean of the University of Minnesota College of Education, strongly opposed any interference of any sort with the independence of the schools. He praised the scope and quality of education provided by the present board of education system in Minneapolis.

The board has no permanent committees, but each member has assigned to him a specific field of activity each year upon which he or she is expected to become especially well posted.

Administration of the schools has been left largely to the superintendent and his administrative and professional staff.

Meets in Evening

Several months ago, the board changed its regular meeting time from afternoon to evening, partly because board members believed they would be able to give their time more generously to school affairs on that basis, and partly to permit the public and school people a greater opportunity to attend meetings.

The Minneapolis public schools, with 77,000 pupils enrolled, operate on an annual budget of approximately \$104 per pupil.

The Minneapolis board of education has sought to cooperate and has encouraged the school personnel to cooperate with educational, governmental, and civic bodies of the community, state, and nation.

Carroll R. Reed, now in his twelfth year as superintendent of the Minneapolis public schools, recently became president of the American Association of School Administrators. He is a member of the National Occupational Conference, and has held other outstanding posts in educational organizations. A Minneapolis teacher, Mrs. Myrtle Hooper Dahl, last year was president of the Department of Classroom Teachers of the National Education Association, and is a member of the N.E.A. executive board, while other members of the Minneapolis school personnel have contributed to activity of various organizations, either as officers, or active members.

The Minneapolis board of education now has under way and nearing completion a building program, totaling approximately \$1,840,000, and including one new high school, one new elementary school, and additions to four high schools. Grants by PWA are financing 45 per cent of the cost.



The Board of Education at Minneapolis, Minnesota, in Session.
Left to right: Walter E. Johnson; Owen Cunningham; Roy W. Wier; Henry J. Bessesen; Arthur LeSueur; Helen L. Bauman; Alma Hecker; Dr. Charles R. Drake; Carroll R. Reed; James F. Gould.

THE AMERICAN School Board Journal

Edited by Wm. Geo. Bruce and Wm. C. Bruce

Democracy in Administration

IN THE recent discussions concerning democracy in school administration, there is a note of self-interest and a lack of mutual appreciation that is inescapable. Too many members of boards of education are inclined to insist upon the importance of the parliamentary aspects of school control as the most effective assurance of democratic procedure. They insist that because they are the representatives of the community, their decisions are necessarily democratic—even when they encroach upon the work of the superintendent and the teachers.

Not a few superintendents of schools urge democratic policies because they feel that progress and efficiency in a school system are possible only through strengthening the arm of the professional chief executive. They belittle the policy-making aspects of administration and insist that in the technical details of administration are to be found the beginning and the final means of initiating, ordering, and co-ordinating all details of planning and managing the educational program, employing and assigning the personnel, managing the financing and budgeting, and handling the school business affairs. Ultimately, satisfactory educational and social results are impossible without the almost complete control by the superintendent. A straw in the wind is a recent series of bulletins on educational policies which would centralize the informal education, the recreation, and some of the health services of the municipalities under the board of education and, ultimately, within the executive control of the superintendent.

An increasing note in the current clamor for democratic administration is that of the teachers who desire to be consulted on numerous administrative problems, particularly when these affect their tenure of office, the amount of their annual salaries, the safety of their retirement pay, and their freedom to teach what any individual, no matter how harebrained, considers to be the truth. The organized teacher groups are not so vocal concerning additional services to be given in solving problems of the instructional program, extracurricular work, etc. These services are invariably volunteered by a large and efficient group of men and women who are not otherwise heard from.

The entire conflict for democracy in administration is a valuable one because it is an essential part of the democratic approach to life and government, and reveals valuable objectives outside immediate desires of the contending groups. So long as democracy is thought of and fought for, it is certain to be practiced and to rise to higher levels of human and political value.

In all of these contentions the pupil and his interests are too often forgotten. Unless the child is the beneficent objective of all democratic administration, all discussions are likely to be fruitless. As the purpose of the democratic state must be the welfare of the child, so the purpose of the school must be the individual development of each child.

St. Louis and Kansas City

FROM Missouri's two largest cities comes the heartening news that merit and ability to grow in the office of the chief executive of the school system are still the leading and all-important considerations in the employment of the superintendent.

St. Louis, the center of the triumphs of such great superintendents as William T. Harris, F. Louis Soldan, Ben Blewett, and John W. Withers, has during the past two years suffered a series of scandals that would shake the foundations of any school system in a community less stable and solid. The Strayer survey report shows that laxity in administrative policies and practices has been growing for a decade, and that a complete reform on the part of the board of education and of the professional executives will be necessary.

Superintendent Homer W. Anderson, who comes to St. Louis with a magnificent record in Omaha and Denver, has made clear that it is the superintendent's job to exert real leadership to "manage" the board of education. Chosen from a list of six nationally eminent superintendents, Dr. Anderson will unquestionably restore the integrity of the St. Louis school system to its former high position.

At the west end of the state, Kansas City, has had the services of eminent superintendents since the early eighties. It is only necessary to recall J. M. Greenwood and George Melcher, whose leadership contributed enormously to the long record of distinguished services for which the Kansas City schools have been noted. The new superintendent, Dr. Herold C. Hunt, is a young man, ideally trained, and with a record for progressive leadership in several Michigan cities and in New Rochelle, N. Y.

In each city, the board of education is to be congratulated on performing its most important duty in a superbly successful manner. If the support given the superintendent is as hearty and unanimous as were the elections, great forward strides may be predicted.

The Routine of School Administration

IN A recent address to the California School Business Officials, Mr. John W. Lewis, of Baltimore, said: "In doing the big things well we must not overlook the necessity of critical attention to the details of routine business. Each job must be done as efficiently as it is possible to do it in the light of the best information and practice available. The slightest flaw in our armor may be the Achilles heel through which our critics may strike a fatal blow. Our bidding procedure, like Caesar's wife, must be above suspicion and so carried out that no favoritism can be shown. Our maintenance policy must be wise and businesslike. If funds are low, the most essential items, i.e., the exterior of buildings must not suffer."

In all phases of school administration there is need for much careful attention to routine duties. Unless the school board as a body, the superintendent, and the minor executives all cooperate in doing every one of their daily jobs with thoughtful regard to the efficiency and economy of the schools as a whole, there are certain to be valid criticisms from the public generally, and from the parents and taxpayers in particular.

The regular meetings of school boards involve a great amount of routine which should not be looked upon as tire-

some waste of time, but as a series of opportunities for effective work. Routine records and reports have vast implications for social and educational quality of the schoolwork and should be considered in the light of the future welfare of the children and of the community. The school-board member should be as keen in his study of the routine business of the schools as he is in considering the reports of his manufacturing and sales departments in his private business. School reports cannot be analyzed for profits in dollars and cents, but they can be studied for community growth and welfare. The board's maintenance of policies and proper relations with the community, with its own executives and its teaching staff are constant evidences of its efficiency and wisdom.

The routine work of the superintendent is equally as important as that of the school board. Unless it is done competently there may easily be enormous waste of teaching personnel and pupil time. The daily supervision, the office work, the public relations deserve close care for eliminating waste of time and human errors. Of what value is classroom visitation, unless the follow-up provides remedies for faults observed. Of what value are faculty meetings, bulletins to the staff, etc., unless they are planned and carried through with due regard for long-term results.

The superintendent who is careless in his office routine is certain to cause himself and the board of education endless trouble, particularly when that carelessness involves failure to meet engagements, courtesy, or neglect of immediate matters. There is no telling when trifles may grow into major problems. The public relations of the superintendent and his associates are vitally important, particularly for using the day-by-day opportunities to build good will, to destroy misunderstandings, to eliminate ill will, and to get ample publicity for school news.

In the daily routine of administration there is need for an active and even aggressive attitude on the part of the school board quite as well as the members of the executive staff. There can be no mere maintenance of the status quo, no drifting. The school system that is not constantly improving is in reality going backward, and abuses are creeping into its work. Not much of the efficiency of a school is based upon great discoveries or new philosophies of education, or upon brilliant innovations; the best achievements are the result of a day-to-day doing what must be done and a day-to-day, frank, self-criticism of achievement and personnel. Most school surveys would be obviated if both school boards and their executives did not fall into a lackadaisical way of doing routine business.

City Council Interferes With School Board

AT Leominster, Mass., the city council refused to approve a travel expense incurred by the superintendent of schools and which had been recommended for payment by the school committee. The law provides that the city council shall vote on all school budget items covering expenses incurred outside of the state. The item in question amounted to \$150 travel expense incurred by the superintendent in attending a national educational convention. The city council gave no reason for its action, but it was the belief that the council held that the superintendent's salary was large enough to pay his own convention travel expenses.

The school committee resented the action, holding that thirty-five years ago the matter of travel expense of school officials had been voted favorably by the town meeting. Besides, it was held that it was for the school committee and not the city council to determine whether the travel expenditure is in the interest of the school system.

Where the school authorities do not enjoy independence, in that their budgets are subject to city council and mayoralty vetoes, it happens, too, that the latter encroach upon the prerogatives of the former. Where the municipal government controls the expenditures of a school system, the law intends that such control be confined to the amount that should be expended, and not to how it should be expended.

In other words, in the allocation of the total tax yield, it is not improper for some central municipal authority to determine the needs of the several local governmental agencies, and thus fix the amount that should go for the maintenance of the school system. And it is for the school authorities to recognize the importance of police, fire, and health protection as well as other agencies essential to the proper administration of local government. There may be some differences of opinion as to the exact amount that should be allocated for this or that department of the local government after such allocation has been fixed, but there can be no doubt that each department must be left to determine upon the detail expenditures.

It becomes a somewhat highhanded procedure for a common council or a mayor to dictate, for instance, the salaries that should be paid to superintendents, principals, teachers, and janitors, the studies that are to be added or eliminated from the curriculum, and the supplies that are to be used or rejected.

A board of education may be compelled by law to accept the dictum of a city council as to the amount that shall be expended for the schools, but the manner of that expenditure must be left within its own discretion and judgment if efficiency is to be achieved.

A Test

THE summer vacation period is a test of school efficiency in at least two aspects of everyday living. Recently the schools have emphasized safety as a distinct aspect of the social-sciences and civics courses — safety at play, in the street, at home. Some few schools have stressed safety in the water, in hiking, and in other rural and away-from-home activities. In recent years, the schools have also emphasized the wise use of leisure time, the necessity of employing the free days and hours in worth-while recreation and healthful rest, and in a wise balance of physical exercise, work, and mental activity, including reading.

What the children do with their summer vacations, the initiative and originality they display in finding something worth while and pleasant to do and to play — that is in a small way a test of the efficiency of their education. It would be interesting to learn how many teachers have thought it worth while during the closing weeks of the school year, to warn their charges of the dangers of vacation, and to encourage them to make the most of the "good old summertime." Very few superintendents seem to consider safety in the summer and vacation leisure worth mentioning in their final bulletins to teachers.

PLAN YOUR PAINTING PROGRAM

J. E. Clettenberg¹

Even though school superintendents and board members do come and go, that fact cannot be offered as an inevitable barrier militating against a well-planned and continuous school painting program. Original capital investments in school buildings are better safeguarded when a definite and forward-looking decorating schedule becomes operative. To a significant degree we must depend upon the cheerful attractiveness and unquestionable cleanliness of our schools, within as well as without, to build into children desirable attitudes toward beauty, order, and health. A soundly organized painting policy for any school evolves through careful forethought on the part of the school superintendent and his board of education.

Until this year the Palatine Elementary School, like too many schools, boasted of no design for the continuous decorating of its classrooms, halls, and cloakrooms; for years the painting program was sporadic and unrecorded. But during the spring of 1939, a well-organized program was approved by the Palatine board of education, after being prepared for and recommended to that body by the superintendent. The program included an account of the durable and still useful decorating accomplishments of the past, along with an exact schedule of work for 1939-40, 1940-41, and 1941-42, at the end of which time the entire interior of the school will have been repainted.

Forward-looking painting programs for schools, despite their adoption for a period long enough to completely decorate a single school building, should be constantly re-evaluated and revised to effectuate continuity. The cardinal usefulness of Palatine's painting program is in its provision for a precise allocation of money each year for a specific amount of painting to be done; and its adoption implies effective budgeting.

After adoption by the board of education, Palatine's decorating program was filed in the school office, a necessary precaution many school districts forget. Thus, those responsible for the administration of the Palatine Elementary School made a record of direction to those who in the future, would occupy their chairs. When the superintendent presented his painting plan to the board, it contained the following recommendations:

1. That the board of education embark upon a definite and continuous painting program, irrespective of whether or not this particular plan is followed;
2. That the windows which need varnishing in each room be varnished when each room is decorated;
3. That light colors be used through the school to make the building attractive and cheery;
4. That each room be a different color or that not more than two rooms, on different floors, be the same color;
5. That all ceilings be painted a white eggshell or mat finish as this will give the children the greatest efficiency from the present lighting system;
6. That all lower dressing-room walls be painted (up to a safe height) a light buff hue if the adopted room color is too light;
7. That the boys' and girls' washrooms be kept constantly white with whitewash, since persistent cleanliness in these rooms is all-essential;
8. That the program proceed with the halls, the girls' and boys' rooms, the first and second grades,

and so on in order to clean up the dirtier rooms first;

9. That a program for covering aging ceilings with flat sheet metal be woven into the school painting program; and

10. That consideration be given the possibility of having in either or both of the halls or the central library some kind of mural (wall) decoration.

After a prepared painting schedule becomes operative, the time of the staff and board is saved when spring arrives and the annual question of decorating the building comes to the fore. Such a program permits fruitful experimentation with different colors for children of dissimilar ages, and for special rooms, on the basis of suitability as well as durability. Another advantage of a schedule lies in the satisfaction it engenders among school patrons. For irregular maintenance practice leads to neglect, which in turn, increases depreciation, hastening the day when premature capital replacement must be made.

One of the encouraging experiences in Palatine was that teachers were given the opportunity to choose the colors for their rooms. Visiting days were allowed several teachers who desired to see what color combinations other schools enjoyed. The teachers' preferences were accepted where similar hues were not duplicated on the same floor, and where the colors did not hinder the efficiency of the lighting system.

The details of the plan were set before the board members in a report which included a tabulation of: (1) the several classrooms, the corridors, the library, and the boys' and girls' rooms; (2) the color and finish of the several ceilings; (3) the color and finish of (a) the upper walls and (b) the lower walls of all rooms; (4) the date of painting of each room from 1938-39 to 1941-42; (5) comments to clarify the details of trim, etc. The tabulation

will enable the board to study the situation and continue the repainting after 1941-42 on the basis of the recurring needs.

Ceiling paint was white eggshell or mat finish, chosen because this diffuses light, whereas a gloss finish centralizes light, hindering proper diffusion from the semi-indirect light units to the pupils' desks.

Thus did the staff of the Palatine school participate in decorating the school plant, upon the recommendation of the principal.

SCHOOL BUSINESS ETHICS

Back in 1932, when the schools were suffering the worst effects of the depression, the Associated Exhibitors, made up of the leading school furniture and supplies manufacturers and educational publishers, adopted a code of school-business ethics. In 1940 the school boards will find that the "school trade" more strongly than ever lives up to the following seven principles of this code:

To help determine the just requirements rather than to oversell and thus to overload schools beyond their legitimate needs.

To exert our efforts toward proving the quality of our own products rather than gossiping about the deficiencies of competitive products.

To exchange our products, services, and ideas at a price in keeping with a legitimate profit, doing so in such a way as to benefit both parties to the transaction.

To promote a frank exchange of ideas involving mutual interests and to maintain friendly contacts with fellow members of this Association.

To put forth every effort consistent with faithful business performance in order that we and our field representatives may follow sound recognized practices of constructive salesmanship.

To adjust claims and settle disputes on the basis of facts only and in fairness, and not to resort to other measures unless all such courses prove ineffective.

To avoid giving articles or gratuities with the intent to prejudice the recipient.



Members of the Board of Education at Jackson, Mississippi, are (left to right): John Batte, president; Mrs. M. L. Legler, secretary; E. D. Kenna; Thomas Crockett; B. B. McClendon. The board is engaged in the preliminary work of a school-building program, under which the school plant will be brought up-to-date and in harmony with the instructional program.—Hiatt Photo.

¹Princpal, School District 15, Palatine, Ill.

Schools Are Our Second Line of Defense — Let's Not Forget Them



Hanover Rural School, Polk County, Iowa A fine example of how Peabody Seating Can Modernize a Rural School Room

Before the School Board decided to refurnish the schoolroom pictured above, this room was a typical country school, equipped with awkward, ill-fitting, uncomfortable seats that were very large for some pupils and too small for others. With the rehabilitation, the unsanitary, out-of-date desks made way for Peabody No. 260 movable adjustable desks. Today every child in the room is seated comfortably and healthfully. Desks are arranged to take full advantage of natural lighting and all cases of hard of hearing, poor sight and deformed children are cared for by seating them more favorably than possible with fixed seating.



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No. 260 Steel Movable Desk

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To back up our second line of defense we need more than good teachers—we also need modern equipment. Today in thousands of schools good teachers are struggling against unfair odds to mold the minds of those in their charge exactly as expected. They have poor lighting to contend with, a lack of needed books and supplies, crowded rooms and perhaps worst of all, they must try to overcome the big disadvantage of uncomfortable, ill fitting, unsanitary, inefficient, antiquated seating that should have been replaced years ago.



Table No. 250—Chairs No. 230AA

In our scramble to bolster our defense of this country, let's not forget the school. Begin at once to promote a program of furniture replacement and rehabilitation; let it extend over a period of years, but get it operating at once.

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School Law

FLAG SALUTE CONSTITUTIONAL

The U. S. Supreme Court in Washington, on June 3, held constitutional a regulation requiring school children to salute the American flag.

Justice Frankfurter, who delivered the 8-to-1 decision that sustained a flag salute requirement by the Minersville (Pa.) school board, said that "the wisdom of training children in patriotic impulses by those compulsions which necessarily pervade so much of the educational process is not for our individual judgment."

The flag salute regulation was challenged on behalf of two children, 10 and 12 years old, on the religious ground that they would be "destroyed" if they did so. They were expelled for their refusal.

Justice Frankfurter, in his opinion, said: "That the flag salute is an allowable portion of a school program for those who do not invoke conscientious scruples is surely not debatable."

"But for us to insist that, though the ceremony may be required, exceptional immunity must be given to dissenters, is to maintain that there is no basis for a legislative judgment that such an exemption might introduce elements of difficulty into the school discipline, might cast doubts in the minds of the other children which would themselves weaken the effect of the exercise. . . ."

"Judicial review, itself a limitation on popular government, is a fundamental part of our constitutional scheme. But to the Legislature no less than to courts is committed the guardianship of deeply-cherished liberties."

"Where all the effective means of inducing political changes are left free from interference, education in the abandonment of foolish legislation is itself a training in liberty."

"To fight out the wise use of legislative authority in the forum of public opinion and before legislative assemblies rather than to transfer such a contest to the judicial arena, serves to vindicate the self-confidence of a free people."

Duty to Keep Good Teachers

The Arkansas State Supreme Court has ruled that it is the duty of the school board to see that suitable persons are kept as teachers and that a school is maintained which is adapted to the intellectual and moral advancement of the pupils.¹

School Officers' Powers

School districts and school officers have only such powers as the statutes grant to them, under a ruling of the Michigan State Supreme Court.²

Right to Fix Salary

The New York Appellate Court has ruled that the board of education of the city of New York has the exclusive right to fix the salary of an employee of the board.³

The Appellate Division of the New York State Supreme Court has ruled that the board of education of the city of New York has exclusive right under the education law, to fix the salary of an employee of the board. Employees of the board are not persons in the service of the city and do not come within the salary protection of the provisions of the local law, since the board of education is not a department of the city of New York.

Power to Convey Properties

Under a decision of the Kentucky State Supreme Court, a board of education has full power and authority to convey school properties owned by it. The action of the board in selling and conveying school property must be consonant with the duties imposed on the board by law to keep and maintain an adequate school system within the limits of the board's finances.⁴

¹Berry v. Arnold School Dist., 137 Southwestern reporter 2d 256, Ark.

²Jacob v. Amerman, 291 Northwestern reporter 247, Mich.

³Ragsdale v. Board of Education of City of New York, 26 Northeastern reporter 2d 277, 282 N. Y. 323, reversing 11 N. Y. S. 2d 841, 256 App. Div. 1056.

⁴Weaks v. Board of Education, Graves County, 137 Southwestern reporter, 1094, 282 Ky. 241.

Under a decision of the Kentucky State Supreme Court, a school board has large discretion in the adoption of plans of financing construction of new school buildings.⁴

Under a decision of the Wisconsin State Supreme Court, a fourth-class city, having title to all property of its schools, acted within its power in razing a school building, as ordered and directed by the city's common council, as well as its board of education.⁵

Warrant Not Negotiable

Under a ruling of the Arkansas Supreme Court, a school warrant payable to company or order, could not be cashed except on the company's order or by one procuring the company's indorsement.⁶

A school warrant is payable in the order of its registration, when all warrants cannot be paid, and it is payable out of the proceeds of the tax collected for the purpose, under a ruling of the Arkansas State Supreme Court.⁷

Purpose of Tenure Law

The fundamental public policy expressed in the constitution and underlying school laws including the teachers' tenure law is to obtain a better education for the children of the commonwealth, under a decision of the Pennsylvania Supreme Court.⁸

Election Not a Contract

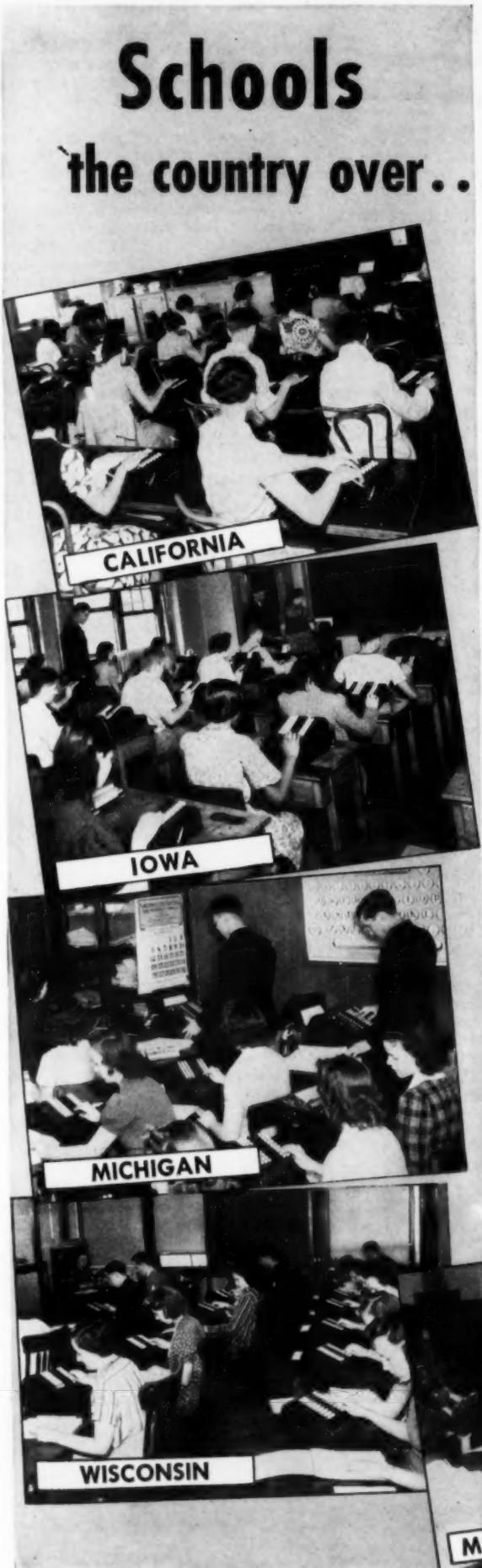
Election as a teacher in a consolidated school of a school district does not operate as a valid contract of employment by a board of school directors until a contract in writing is executed, according to a decision of the Pennsylvania Superior Court.⁹

¹Ross v. City of Crandon, 290 Northwestern reporter 587, Wis.

²McCall v. Armstrong, 137 Southwestern reporter 2d 241, Ark.

³Walker v. School Dist. of City of Scranton, 12 Atlantic reporter 2d 46, Pa.

⁴Walters v. Topper, 11 Atlantic reporter 2d 649, Pa. Super.



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School Administration in Action

COMMITTEES ELIMINATED BY NEW YORK SCHOOL BOARD

The New York City board of education, following its annual reorganization on May 15, abolished its five standing committees and replaced these with one committee of the whole. The change was announced by Mr. John Marshall, who had been re-elected for his third term as president of the board. It is expected that under the new arrangement greater efficiency in conducting the board's business will result.

In a statement to the newspapers, Mr. Marshall explained that the new setup is experimental in nature and will be changed if it does not produce the results anticipated. "The experience of the last five years has indicated that where a committee has considered important controversial matters they must be gone over again in great detail before the entire board. Thus, little if any time, is saved by committee considerations."

For many years the important committee on school buildings and sites has included the entire board membership and this arrangement has been considered exceedingly satisfactory.

The new arrangement will not altogether drop the committees of the old committee plan. Each member of the board will be expected to devote himself or herself to some important phase of the administration of the schools. Thus, Mrs. Johanna M. Lindlof will be entrusted with the special consideration of instructional problems; Mr. Daniel P. Higgins will consider his special task of building and site problems; Mr. Ellsworth B. Buck will be in charge of budgetary matters, including personnel problems of the administrative staff, and such financial problems as the transfer of funds, etc.; Mr. William R. Crowley will be in special charge of school supplies and equipment problems; Dr. Alberto C. Bonaschi will have charge of problems relating to the teaching staff, particularly such matters as retirements, salary refunds, etc. Mr. James G. McDonald, newly elected member of the board, has been given no specific assignment, and the president of the board, Mr. Marshall, as the only attorney on the board, will continue to handle legal problems.

"It is believed," says Mr. Marshall, "that the reorganization of the conduct of the board's affairs will tend to centralize activities, to promote greater familiarity of the members of the board with all of the board's activities, and generally to improve the conduct of the board's business."

CLOSING SCHOOLS

School boards are rarely troubled in closing up school buildings in downtown areas which have undergone the final transformation from slums to factory and business districts. The more difficult problem arises in the older sections, so-called better residential neighborhoods which are drying up, and which have schools that report classes below the average in enrollment. An active parent-teacher organization, the influence of old and wealthy patrons, and the existence of excellent staffs of an old principal and older teachers, all combine to provide difficult situations. Add the pressure of sentiment from old pupils and

the closing of such a school approaches the impossible.

And yet the schools which are below the average enrollment per teacher must be eliminated, the territory must be redistricted, and the pupils and teachers sent to other schools. Occasionally the transfer of the old name of the school to a fine new building takes off some of the sting. The promotion of the principal to a larger school, and the assignment of the teachers to schools which are attractive in the quality of the neighborhood, all help in restoring peace. The ultimate economy to be achieved is to be found in the educational welfare of the children.

SAN ANTONIO SCHOOL BOARD REWRITES INSURANCE

Upon recommendation of Mr. A. L. Kifer, business manager, the board of education of San Antonio, Tex., has rewritten its fire insurance for the schools. A new type of policy intended to give the board protection at a minimum premium has been written by a local firm, Dennis, Hinkle & Wray, to become effective at once, and to continue in force for a period of one year. The policy will cover 22 school plants, with an aggregate insurable value of \$4,933,400. Mr. Kifer in a memorandum to the board describes the policy as follows:

"This new policy or policies, will cover 22 school plants where the insurable value of the buildings and contents, or group of buildings and contents, exceed \$100,000. The aggregate insurable values for the 22 school plants, for both buildings and contents is \$4,933,400, as shown in a schedule dated March 7, 1940.

"The premium rate for this policy or policies, is based on a 100 per cent coinsurance clause, but with reduced insurance coverage at each location of \$50,000, which in case of total loss makes the School District participate in the loss to that amount, with a proportionately smaller participation in partial losses. In other words, if the insurable value of a school building was \$100,000 and we had a total loss, the insurance company would pay \$50,000 of said loss and we would bear the remaining \$50,000 loss, which would be paid from the School District's Insurance Fund. In the case the loss on this building was but \$20,000 the same percentage would apply, and the insurance company would pay \$10,000 of the loss and the School District, \$10,000.

"For a school plant having an insurable value

of, say \$500,000, the insurance company would bear \$450,000 in case of total loss and the School District \$50,000; in the case of a partial loss of, say \$50,000, the insurance company would bear \$45,000, and the School District \$5,000.

"In case the loss is both less than \$10,000 and less than 5 per cent of the insured value of the plant, the entire loss would be borne by the insurance company."

The premium for one year is \$3,583.40, and may be slightly reduced. The policy does not cover school plants the insurable value of which is less than \$100,000 each. These are covered by the fire-insurance reserve fund which the board created some years ago, and which is considered adequate to protect the district against any ordinary fire loss. The new policy is intended to provide full protection against a catastrophe.

The board plans to employ a competent insurance engineer to go over the rate schedule of all the buildings covered by the policy, in a further effort to reduce the premium. During the next year the board will continue its insurance investigation in an endeavor to determine the most satisfactory and economical plan.

SCHOOL RATE SURVEY ORDERED

The Railroad Commission of the State of California has ordered studies to be made of the rates paid for electrical current consumed by school districts in the territory served by the Pacific Gas & Electric Company and the Southern California Edison Company.

It is expected that the survey will determine what consideration schools should receive for the most favorable possible rates for electric and gas service.

The survey is an outcome of the study of the problem, undertaken some time ago by a committee of the California School Business Officials' Association. An outline of the committee's official report was published in the SCHOOL BOARD JOURNAL for April, 1940.

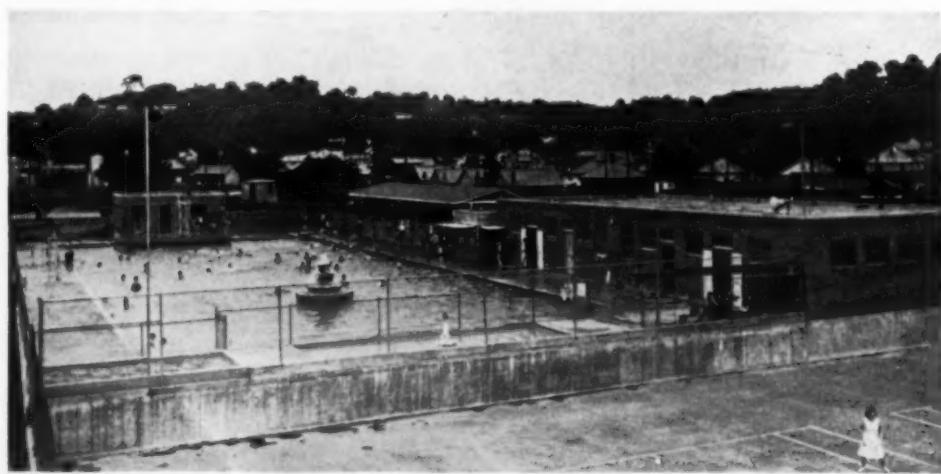
SWIMMING POOL COMPLETED AT NELSONVILLE, OHIO

The new swimming pool, constructed at Nelsonville, Ohio, is the last construction unit in a recreational improvement program undertaken in that city. The project was planned and conducted under the sponsorship of the board of education.

The project represents a fourteen-acre athletic field and playground field, with a football gridiron and practice field, baseball diamonds, softball diamonds, track, tennis courts, outdoor volleyball, and horseshoe courts.

A concrete stadium is also provided, affording a seating capacity for 1,800 persons.

The pool is modern in every respect, with underwater lighting, filtration and water purification, and a kiddie pool. The total recreational project involved a cost of \$120,000, and was financed with the aid of the Federal Government.

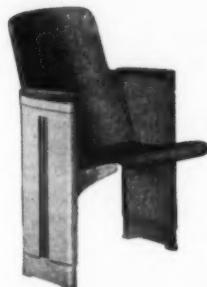


The City of Nelsonville, Ohio, is enjoying the benefit of a central playground, a feature of which is a complete outdoor swimming pool. The playground includes ample area for small children and for adults and has tennis courts, baseball diamonds, and other areas for sports.

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Teachers' Salaries

KENOSHA SALARY SCHEDULE

The board of education at Kenosha, Wis., has adopted a new uniform salary schedule for all classroom teachers. The scale which will go into full operation when the finances of the board warrant, is intended to overcome inequalities which developed in the administration of the old scale.

The new schedule makes no difference for position, sex, department, or marital status, except that in the employment of new teachers. When economic conditions make it necessary, the board may give special salary consideration in the initial salary to men teachers and to special teachers of the deaf, of speech classes, and of ungraded classes. The special salaries will be given without prejudice to teachers in service, and no increases will be allowed until the differential has been equalized.

The schedule requires four years of college training and two years of experience. In lieu of experience, ranking in the upper quartile of the class, or evidence of unusual fitness, may be substituted.

In the senior high school five years of training will be required. For teachers in the service, a bachelor's degree and work at a summer school every two years in three are required.

The initial salaries for four years of training will be \$1,200, plus credit for experience in excess of two years — maximum \$1,600; five years of training \$1,400, plus credit for two years' experience — \$1,800; six years of training, plus credit for experience in excess of two years — maximum \$1,900.

Increments will be allowed annually, at the rate of \$60 for two years of training; \$70 for three years of training; \$80 for four years of training;

and \$90 for five years' training. The maximum attainable with additional training will be \$1,900 for two years; \$2,000 for three years; \$2,400 for four years; and \$2,700 for five years.

TEACHERS' SALARIES

♦ Louisville, Ky. The school board has discontinued its program of mandatory pay increases for teachers and has adopted a 1940-41 teacher contract, placing such increases on a provisional basis for the first time in five years.

♦ Granite City, Ill. Forty-five teachers of the Madison School Dist. No. 127 were re-elected for the next year, with 10 per cent salary increases. The increase is the first general one to be granted since salaries were cut several years ago.

♦ Frankfort, Ky. The school board has adopted a salary schedule for 1940-41, calling for 20 cents per college hour, and \$2 for each year's experience for a maximum of five years.

♦ Russell, Ky. The school board has approved salary increases for teachers based on added years of experience. The increases amount to \$1,500 for the year, which is an average of \$35 per teacher.

♦ McCook, Neb. The school board has begun plans for a single-salary schedule, to be based on the number of years of experience, the number and kind of degrees, and the number of credits earned in college.

♦ Tracy, Minn. The school board has adopted new salaries for teachers during the next year. Grade teachers will be given increases of \$45 each, and high-school teachers increases of from \$45 to \$50.

♦ Marquette, Mich. In the adoption of a policy for improving the in-service training of teachers, the board has voted to give increases of \$50 to all teachers who earn a bachelor's degree.

♦ St. Cloud, Minn. The school board has adopted a salary schedule providing for increases of \$48 a year for meritorious service. The mini-

mum salary for a teacher with a B.A. degree is \$960, with increases up to \$1,392. The minimum for a teacher with a master's degree is \$1,008, with increases up to \$1,488. All teachers will be retired upon reaching the age of 55 years.

♦ Hibbing, Minn. The school board has voted to make a careful study of teachers' salaries with a view of preparing a new salary schedule. The Hibbing teachers' association has requested a schedule, which calls for \$7,000 more than the school budget provides.

♦ Arkansas City, Kans. The school board has approved a suggestion of Supt. C. E. St. John, calling for increases in salary for teachers who are still at the beginning pay level.

♦ Providence, R. I. The school board has voted to restore to teachers and other school employees part of the salary under which they have worked for the past several years. The former schedule will be rescinded, and the cut will be reduced from 10 to 8 per cent.

♦ Concord, N. H. Salary increases totaling \$3,500 have been given to teachers in the schools.

♦ Ottumwa, Iowa. The school board has given slight increases in salary to members of the teaching staff, in accordance with the schedule, which provides increases of from \$25 to \$50. Only one teacher will be retired this year under the board's 65-year-age limit.

♦ Hamilton, Ohio. The school board has adopted a resolution to retain the marriage clause in the contracts of unmarried teachers. The clause prevents the board from employing married women as teachers and automatically terminates the contracts of women teachers who enter matrimony.

♦ San Antonio, Tex. Health certificates will be required of all school employees, beginning next year, under a new rule of the school board. The new examinations, which will be thorough, will cover all teachers employed by the schools. A former system of health examinations was considered too easy and came in for much criticism.



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School Administration News

NEW ACTIVITIES IN COLDWATER, MICHIGAN

The public schools of Coldwater, Mich., in cooperation with the University of Chicago, during the summer of 1940, will operate an elementary summer school, to extend from the kindergarten to the sixth grade, inclusive. The summer school will be used as a demonstration school in connection with the off-campus workshop in elementary curriculum, conducted by the School of Education of the University of Chicago. Two hundred fifty pupils from the city of Coldwater will be enrolled in the summer school, which will be staffed with sixty teachers from Southern Michigan.

The Coldwater high school is maintaining a placement service which has been in regular operation since the fall of 1939. Mr. Gerald Clute, director of placement, reports that his department has placed from 200 to 300 boys and girls in part-time and full-time jobs in a community of less than 8,000 since September, 1939. The service has now been extended to alumni of the high school.

In the elementary schools of Coldwater, during the year 1939, a series of conferences with parents and teachers was held. These conferences are a substitute for the letters and reports sent to the homes of pupils. In the conference, thirty minutes of the time is given to each parent when the teacher and parent confer on how best to help the child. The parent is given a written evaluation of the child's work at each conference. The conferences have proved so successful that four halfdays of each semester are devoted to these parent conferences.

The Lincoln Junior High School, in Coldwater, during the year, has made an extensive study of the school curriculum. One of the results of

the study is the bridging of the gap from the sixth grade to the junior high school. In September, it is planned that all pupils of the seventh grade will be enrolled in three workshop courses; one in the language arts; one in the social sciences; and one in the mathematics-science combination. Class periods will be disregarded, and study-hall and assembly-room time will be limited in scope. Under the plan, pupils will meet daily for longer periods, for combination recitations, research, study, and project work, under the direction of one of the teachers in the three divisions.

ADDITIONAL VOCATIONAL EDUCATION

A request for federal funds to be used in an enlarged program of vocational education for national defense is receiving the support of educational authorities. The program will involve an appropriation of \$77,600,000 which has been requested of Congress. It is planned, if the funds are made available, to employ existing vocational and technical schools of which more than 1,200 might be used. The staffs in these schools include 35,000 teachers and their immediate service would make possible intensive short courses for not less than 1,250,000 workers annually.

BOARDS OF EDUCATION

♦ Beloit, Wis. The school board has approved a recommendation that the retirement age for servicemen of the school system be set at 65 years. The rule provides that such employees who are still physically fit, as shown by a medical examination, and whose work is satisfactory, may be employed for an additional year or years dependent upon the judgment of the board. Under the rule, the compulsory retirement age is fixed at 68 years.

♦ Watertown, Mass. The school board, on May 16, rescinded its vote of January 1, appointing Francis A. Kelly as superintendent of schools for a life period. He will continue to act as super-

intendent but will be subject to periodic reappointments.

♦ Quincy, Mass. The school board has voted to dismiss Miss Elizabeth M. Graham from the teaching staff of the schools, and to expel Calvin D. Wentworth, a pupil, for refusal to salute the American flag. Both are members of Jehovah's Witnesses and declined to salute the flag because they believed it contrary to their religious beliefs.

♦ Suit to remove Richard Murphy from membership in the St. Louis board of education, because of his sale of securities to former superintendent Henry J. Gerling, and for speculation with school lunchroom and relief funds, has been brought in Circuit Court by Mark D. Eagleton, president of the board. The suit is based on a Missouri statute which prohibits members of the school board from doing business, directly or indirectly, with the schools.

♦ Blackwell, Okla. The school board has elected Fenton McAllister as director of the new supervised play and recreation program to be constructed in the city. A central governing council will be appointed in the near future for the purpose of general supervision of the program.

♦ Greenwich, Conn. The school board has adopted the "eight-week plan" for vacations in the school system. Under the plan, the schools will operate as at present until after the Christmas vacation. They will be opened for eight weeks, closed for a one-week vacation, open for another eight weeks, closed for another week's vacation, and will then run until commencement. The new plan is to provide more of a break in the middle of the year.

♦ Columbia, Mo. The city council is cooperating with the board of education in the operation of a music camp. Last year a similar camp was conducted in one of the school buildings, under the direction of the music director. About 400 pupils have enrolled in the courses this summer.

♦ Brookline, Mass. The school board has rejected, without prejudice, a request of the American Red Cross to solicit funds in the schools in connection with the 1940 spring drive of that

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organization. The action practically bans solicitation through the schools for any outside organization.

♦ Franklin, Mass. The school board has adopted a new consolidation system, calling for the elimination of one building and several classes. The plan contemplates a saving of \$2,000 next year.

♦ Muscatine, Iowa. The school board has asked the principal of each school building to keep a close check on electric lights used in the school buildings. The board is making a drive to combat excessive bills for electric current used in the schools.

♦ Columbia, Mo. For the past two years the board of education has been operating under a policy of handling all school matters as a committee of a whole. This policy which has dispensed with the use of standing committees, has proved very profitably that the superintendent does not have to go to the various committees for advice on problems. All matters are taken up at the regular board meetings, and the members appear to like this method.

♦ Milford, Mass. The school board has voted to discourage salaried employees from engaging in private business during school hours and on school premises in competition with local concerns. The action followed complaints from local mercantile establishments in which competition from a salaried employee was protested.

♦ Detroit, Mich. The board of education has employed a nationally known firm of efficiency experts to make a financial and operating study of the city school system. The survey, which will be conducted under the direction of Robert June, will seek to cut costs \$680,000 per annum.

♦ Ste. Genevieve, Mo. The board of education has voted to give a three-year contract to Supt. Charles W. Burgess, to encourage confidence and to prepare for a long-time planning program.

♦ Muscatine, Iowa. All present instructors and supervisors in the schools, except those coming under the retirement rule, have been re-elected. No increases in salary were given, except those

provided through contract to teachers who have not yet reached the maximums previously set. Some 24 teachers automatically received increases.

♦ Covington, Ky. With a vote of 313 to 34, the employees of the city school system have ordered the abandonment of the local pension fund and its merging with the state teachers' retirement fund. The employees had the choice of either continuing the local pension plan or accepting the state plan which was set up by the last general assembly.

♦ Sheboygan, Wis. The school board has passed a rule that no employee of the board shall receive an increase in salary after having attained the age of 65.

♦ Nevada, Mo. The school board has voted to allow each school employee five days' sick leave, without any deduction in salary. The board agrees to pay the substitute for a period not exceeding five days.

♦ Oconto, Wis. Beginning September 1, 1941, any teacher in the city schools who reaches his or her sixty-fifth birthday will be declared in retirement and will no longer be eligible for employment in the schools.

♦ East Cleveland, Ohio. The school board has approved a sharp cut in teacher personnel due to decreased revenue and falling enrollment. Five teachers who have reached the 65-year retirement age will be dismissed. Four teachers who have resigned will not be replaced.

♦ Toledo, Ohio. The board of education has cut the 1940-41 school program in order to meet a total estimated deficit of \$360,000. In November, 1939, the citizens voted down a proposal for a one-mill additional school levy, and since that time various minor economies have been made, resulting in savings of \$100,000. The economy program, adopted on May 28, includes elimination of kindergartens; reduction in domestic-science and manual-arts training for seventh and eighth grades; modification of sick-leave regulations for teachers; establishment of \$2,900 instead of \$3,010 as the maximum for teachers with a master's degree; reductions in

health service, attendance department, building maintenance, and clerk hire; additional fees for laboratory and night-school classes and for rental of buildings by organizations for night meetings, and curtailment of operating costs.

It is expected that the new savings will amount to \$233,300 and will balance the budget by January 1, 1942.

♦ The board of education of Cleveland, Ohio, is engaged in readjustments of the school services to save \$1,660,000 in the outlay for the 1940-41 school year. Playgrounds and social centers have been slashed; reductions have been made in the clerical staff, in the equipment and building-repair budgets, and in the teachers' salaries. Consolidations of schools, resulting in the shutdown of seven grade buildings, are contemplated.

♦ The board of education at Newport, Ky., has cut the school year to nine months. Failure in tax collections are held responsible for the shortage of funds.

MONETT BOARD REWRITES INSURANCE

The board of education of Monett, Mo., has rewritten its insurance program, abandoning straight insurance in favor of 90 per cent co-insurance on a five-year term. The rewriting of the school insurance has been undertaken on the basis of an appraisal of all school property, made with the assistance of members of the faculty, local contractors, and insurance agents.

The new plan gives the district a greatly improved insurance program, with a substantial reduction in cost. The total amount of the insurance carried will be \$177,000, as against \$138,000 in former years, and the annual premium will reach \$835.

The new policies are on the Missouri standard form and include extended coverage insurance and insurance on unearned premiums, two features not previously included. The plan also calls for a reduction in the number of policies from 42 to 14. One fifth of the policies will mature each year.

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School Building News

MAINTENANCE PROBLEMS IN BALTIMORE

Mr. John W. Lewis, Assistant Superintendent of Schools in Baltimore, reports in the latest Annual Report of the Board of School Commissioners, that the Division of Maintenance and Operation has been successful in preserving classroom floors and minimizing the necessity of scrubbing by treating the floors of all kindergartens, first-grade rooms, gymnasiums, school offices, and newly-completed floors of general classrooms with a penetrating seal. Altogether, some floors have been sealed in 73 buildings, and all of the floors have been so treated in 14 buildings. The work has extended to 500,000 square feet of building area which is approximately ten per cent of all the floors in the city school buildings.

The Division of Maintenance has also carried on a program of treating concrete floors with a hardening solution, consisting of silicate of soda or magnesium and zinc floor silicate. This prevents the disintegration of the cement, reduces dusting, and obviates the necessity of frequent scrubbing.

The Division has carried on an experiment of repairing broken and uneven sidewalks and surfaces of various types. The broken concrete blocks are not replaced but are covered with an emulsified asphalt that can be mixed in water and that fills depressions and other irregularities. The mixture includes sand and stone dust, and when applied to clean masonry, materials harden rapidly. The cost of the material is about 3 per cent, and the labor cost is about 10 per cent of that of replacing affected areas with concrete.

The playgrounds in Baltimore are treated with a calcium chloride solution to reduce dust. Recently, a light petroleum oil which contains an antiseptic to prevent infections from abrasions

and which will not permanently stain clothes, has been used as an improved dust preventative. The oil is applied by spraying with a hose and nozzle attached to the original container into which air is pumped. The oil, when applied to playground surfaces, does not evaporate very quickly. One heavy application, or two light applications, per season suffices to make the average field dustless.

FIRE PROTECTION ASSOCIATION URGES BETTER SCHOOL PROTECTION

The National Fire Protection Association, Fire Record Department, Boston, Mass., has received almost simultaneously reports on four school fires in widely separated parts of the country. These reports indicate that the modern school building, even when believed to be fireproof, is often little better than a modernized firetrap, and in many respects, as dangerous as the old-fashioned school building which it replaced. The fire which destroyed the one-story junior high-school building at Clovis, New Mex., is a case in point. This school was considered to be fireproof with brick walls and a concrete slab roof. From the roof, however, was suspended a combustible fiberboard ceiling on wooden supports. Fire, apparently due to spontaneous ignition, was discovered at 4:20 A.M. in the art department and had considerable headway when the fire department arrived. In spite of the fact that the building was built in 1936 at a cost of \$144,000, no fire hydrants had been placed near the school and firemen were forced to use 1,300 to 1,500-ft. lengths of hose with $\frac{5}{8}$ and $\frac{3}{4}$ -in. nozzles in fighting the fire which quickly spread over two thirds of the roof area, warping steel members supporting the roof so that much of the roof fell in.

A high school built in 1930 at Jacksonville, N. C., and valued at \$85,000, was totally destroyed by fire which occurred after midnight and was due to an electric switch, known to be defective and the repair of which had been ordered. As in similar cases, this fire had made

headway when discovered and two hose lines supplied by a 500 gallon pumper operated from a 4-in. main were inadequate to control the blaze.

At Pine Bluff, Ark., a fire starting in a locker on the first floor of the high school, spread up a near-by air shaft to a band room on the third floor. The Pine Bluff Fire Department did a splendid piece of work in controlling this fire with two lines from a 750 gallon pumper and one line from a 500 gallon pumper. The fire was fought at the stairways at each end of the building, cutting off the fire at the third floor. The fire chief's report showed that in spite of the fact that it was necessary to use long lines of hose to reach the nearest hydrants, the fire department was able to deliver 700 gallons of water per minute from three streams and to hold the loss to less than \$30,000 or well under one quarter of the value of the property.

The fourth school fire reported destroyed an elementary school in Chicago with a loss of \$145,000 in spite of the use of 22 hose streams.

In the opinion of the Fire Protection Association, these fires serve to call attention to the fact that the average school, whether new or old, will burn because of structural defects such as combustible roof spaces, air shafts, and ventilating systems. Automatic sprinklers are seldom installed and meager provision is made for watchman or alarm service.

The Building Exits Code, prepared by the National Fire Protection Association's Committee on Safety to Life, and a recently published pamphlet "1000 School Fires," outline fundamental requirements necessary for safety from fire in school buildings. These publications may be obtained from the association, 60 Batterymarch St., Boston, Mass.

BUILDING NEWS

♦ Minneapolis, Minn. The board of education has approved a recommendation that the board in placing its insurance limit the mutual insurance to 25 per cent of the total coverage. Such policies will be given the mutual companies as present old-line policies expire until the 25 per



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Cheers for the team are kept under control by the Corkoustic ceiling in the Mayfield Central School's Gymnasium, Mayfield, N. Y. (left). Architect: W. Brown Van Dreser, Gloversville. Acoustical Contractor: I. I. Cameron Co., Amsterdam, N. Y.



cent allotment is reached. The board will allocate the remaining policies as equitably as possible under the old system.

♦ The board of education at St. Louis, Mo., has received a report from Building Commissioner, J. P. Sullivan, that the sum of \$121,000 has been saved in the operation of the school building plant during the school year just closed. The greatest savings were made in wages of custodians and other operating employees. The board is considering the advisability of generating its own power at Southwest High School as a means of economizing over the present outlay for power. Only two high schools in the city purchase power; the other eight generate it themselves.

♦ Ste. Genevieve, Mo. A new electric lighting equipment has been installed for use at night athletic contests and other general activities.

♦ Fort Scott, Kans. The school board has approved a painting program for the school plant. The board has allowed janitors employed in the Fort Scott schools to attend the janitors' schools to be held in Topeka and Wichita. Janitors who attended drew their regular pay but paid the expenses of the trip out of their salaries.

♦ Brookhaven, Miss. Construction work has been started on a new elementary school, to cost \$226,000. In addition to twenty classrooms, the building will have an auditorium, a library, a cafeteria, a kindergarten, and band and music rooms.

ENGINEERS AND CUSTODIANS HOLD MEETING AT PURDUE UNIVERSITY

The annual meeting of the National Association of Engineers and Custodians was held at Purdue University, June 25-26. This was a two-day conference, sponsored by the Engineering Extension Department and the Department of Education and Applied Psychology of Purdue University, with the Division of Vocational Education of the Indiana State Department of Education cooperating.

On the first day the program was devoted to the subjects of fire protection and fire prevention, the planning of summer work, school sanitation, fundamentals of heating plants, floor maintenance, combustion, recreation and inspection of the campus.

On the second day there were such subjects as termites, bugs, and rodents, care of grounds, inspection of trees and shrubs, and school safety.

This association regularly sponsors a training school each year for its members and seeks to get as many state summer short courses as possible.

♦ This year, Oklahoma, Texas, Iowa, Illinois, Indiana, Ohio, Minnesota, Michigan, California, New York, Kansas, and Nebraska conducted short-course schools in June.

♦ The National Association of Engineers and Custodians will hold a three-day conference for superintendents of buildings, supervisors, and head custodians, in St. Joseph, Mo., in July.

♦ Carbondale, Ill., and Northwestern University also offered special courses during the week of June 17.

♦ In the school city of Evansville, Ind., a training school is in operation, with two 48-hour courses. Each school year, classes are held in the evening from seven to nine-thirty. On Monday evening there is a class in housekeeping, and one on engineering and handling electrical equipment.

COOPERATE IN RELIGIOUS EDUCATION

The board of education at Woonsocket, R. I., has planned a program of religious instruction to be carried on in the elementary and high schools. One hour a week will be allowed and religious instruction will be given twice weekly, on Monday and Tuesday mornings in the grade schools, and on the afternoons of the same days in the senior and junior high schools.

Pupils in grades one to six who attend religious classes will begin school sessions at 9:15 a.m., in-

stead of 8:45, and junior high school pupils will attend school at 1:45 p.m., instead of 1:15 on Mondays and Tuesdays so that classes in religion can be held from 1 to 1:30 o'clock. Senior high pupils will be dismissed on the two days at 1:30 instead of 2 o'clock so that classes can be held from 1:45 to 2:15 p.m.

In announcing the plan, Superintendent Farrin said, in part:

"Credit will be given pupils who attend classes in religious instruction as follows: A mark or grade will be sent to the public school at regular report card intervals by the clergyman and one point of credit each year will be granted in grades 9-12 where the credit system is in operation."

"A religious group wishing to maintain a school of weekday religious instruction one hour a week at a time other than indicated above and outside of public school hours, may be entitled to the same report card and credit privileges as above. Such instruction must be on a weekday and not on Sunday or the Sabbath."

"Public school teachers who so desire, will be excused to teach classes in religious instruction where they are not needed in public schools during the periods of religious instruction."

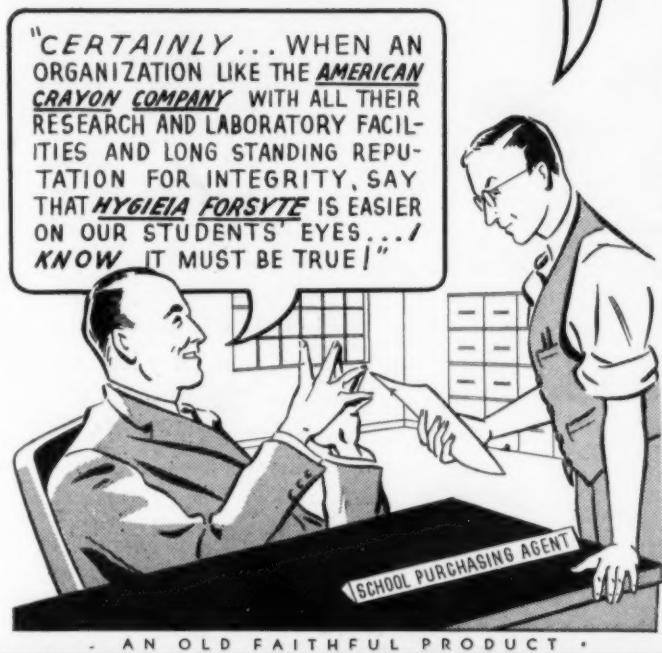
"Pupils who wish to attend classes in religious instruction must obtain their parents' permission in writing."

"This whole plan of religious instruction shall be voluntary."

"The plan has received the general approval and endorsement of all religious groups in the city, Catholic, Protestant, and Jewish."

♦ The Kansas State School Boards Association has been officially consulted by the Kansas state accountant's office to advise on a new official school accounting system and school budgeting form. The school officials have expressed dissatisfaction because of the unnecessarily complicated character of the proposed system.

♦ Manistee, Mich. The school board has voted to charge a tuition fee of \$50 per year to non-resident pupils attending the elementary schools.



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TEACHERS CITED FOR DEVOTION TO DUTY

Good service on the part of teachers is so universally taken for granted that it is rarely recognized and given public acclaim. The attitude of most school boards and supervisory officials is negative and fault finding and is centered around technical aspects of teaching and academic achievement. The human values of the teacher's relation to her pupils are frequently overlooked.

In his annual report for 1939, made public in May of this year, Supt. H. G. Campbell, of New York City, paid tribute to twenty-five teachers "who have been true to the highest ideals of the teaching profession" and who have rendered outstanding service to the children entrusted to their care.

The twenty-five instructors in Superintendent Campbell's New York City list represent every branch of the school system.

The "typical services" described in his report range from individual coaching of slow pupils after regular school hours to social services for boys and girls from poverty-stricken or broken homes.

One teacher organized a swimming program for children who had been stricken by infantile paralysis and who needed special training to strengthen their muscles. Another joined a gang of boys who had become a neighborhood problem and succeeded in leading them back to normal boyhood pursuits.

A third has kept "open house" in her own home for boys and girls who wish to drop in to talk over their individual problems. Still another has worked patiently after school hours giving special instruction to youths who showed promise of artistic ability. In one school a teacher comes early and stays late in an effort to improve the scholastic standing of slow pupils. Elsewhere a teacher has been volunteering, term after term, for service in the retarded classes—an assignment usually dreaded by teachers.

"These teachers," Dr. Campbell said, in greet-

ing the twenty-five teachers in his office on May 21, represent the relatively unknown and unsung thousands of teachers, not only in the city of New York, but the country over, who, day in and day out, year after year, devote themselves unselfishly and without thought of personal recognition or gain, to the care and character building of the boys and girls of America. The future of the country is in their hands.

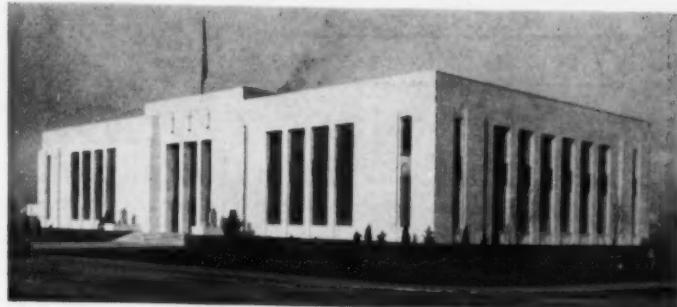
"These examples of service are illustrative of what teachers do in addition to teaching the course of study. Many, many more examples might be offered, but all would tell a similar

story. There is no book thick enough to hold them all. These are presented because they are typical of teacher devotion in various branches of the system, and because of their human appeal.

"They show that we do have individual instruction notwithstanding that there is roughly one teacher for every thirty-five children, and that vast as our city school system is, John Jones and Mary Smith are not lost. These examples show that teachers, true to the highest ideals of the profession, think of the children first and of themselves afterwards."



Twenty-five Out of Thirty-seven Thousand Teachers of New York City have been cited by Superintendent Harold G. Campbell for exceptional service to their classes. Twenty-one of the teachers are here shown with Dr. Campbell.—New York Sun Photo.



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Personnel Administration

By Hazel Davis, Ph.D. Cloth, xii-323 pages. Bureau of Publications, Teachers College, Columbia University, New York.

This doctoral thesis has been prepared in the belief that competent service by the nonteaching personnel of schools will tend to assist teachers in doing efficient teaching. "The author holds that the total service of each nonteaching employee either assists or obstructs the professional services that teachers render. Buildings are built, repaired, and kept clean and warm and bright in order to provide a suitable setting for the educational work of the schools. Records are kept, accounts are audited, supplies are purchased — all to safeguard and enrich the service which is given to the pupils. Efficiency at any stage limits in some degree the quality of the educational process."

With this understanding the author has studied the principles and the administrative policies which insure the efficiency of such nonteaching school forces as the census enumerators, the attendance officers, the school physicians, the school dentists, the school nurses, and the various types of clerical personnel employed in school headquarters and in elementary and secondary school buildings.

Except for the fact that the first five chapters are loaded with the annoying machinery of a college thesis, the book may be considered the finest available manual on the nonteaching personnel of school systems. The statement of principles for administering these services as found in Chapters 6 to 13 alone mark the book as an outstanding contribution to the literature of school business administration. The book deserves the careful study of all school executives.

The Stanford Speller

Grades Two and Three. By John C. Almack and Dr. Elmer H. Staffelbach. Paper, 80 pages. Price, 24 cents each. Laidlaw Brothers, Chicago, Ill.

These spellers provide a practical combination of the pupil's textbook, workbook, and spelling pad. In grade two, the material is presented in manuscript writing to aid in word identification, while in grade three the study involves word association and phonics as a part of the pronunciation work. All of the material is of the pupil-activity nature with the pupil learning through his own activities in mastering pronunciation, the meaning and use, and the spelling of words.

Peter and Nancy in the United States and Alaska

By Mildred Houghton Comfort. Cloth, 368 pages. Price, 90 cents. Beckley-Cardy Company, Chicago, Ill.

This supplementary reader for fifth and sixth grades provides a vast amount of information about the historically, industrially, and agriculturally important cities and regions in the United States. The book is written in a style that is more than average in interest.

Using Words: An Enriched Spelling Program

Third Year. By Lillian E. Billington. Cloth, 78 pages. Price, 44 cents. Silver, Burdett & Company, New York, N. Y.

Available in text and workbook forms.

Round the World in Industry

By Gerald Collins. Cloth, 179 pages. Price, \$2. The Chemical Publishing Company, Inc., New York, N. Y.

The stirring stories of men who do the world's work in industry are told in a stirring way. There is adventure and romance and a vast amount of heroism in these stories. Pupils in the junior and senior high schools will find the book valuable for free reading and for pre-vocational information.

Education on the Air

Edited by Josephine H. MacLatchy. Cloth, 427 pages. Price, \$3. Bureau of Educational Research, Ohio State University, Columbus, Ohio.

This tenth yearbook of the Institute for Education by Radio summarizes the situation of 1939.

Learning to Compute

Book one, 104 pages; Book two, 104 pages. By Raleigh Schorling, John R. Clark, Mary Potter, and Carroll F. Deady. Price, 32 cents each. World Book Company, Yonkers, N. Y.

These books provide complete reviews and ample drill materials for pupils of the fifth grade and above who have been found to be weak in the fundamentals. Clever

devices are provided for motivation and for saving time in processes which have been mastered.

Workmen's Compensation Provisions for Public-School Employees

Paper, 42 pages. Price, 15 cents. Published by the Research Division of the National Education Association, Washington, D. C.

This publication is one of a series in the program of the State School Legislative Reference Service. The facts reviewed will be found helpful to school officials in the improvement of workmen's compensation legislation, particularly as it relates to public school systems.

Let's Travel On

By Arthur I. Gates and Jean Ayer. Cloth, 472 pages. Price, \$1.20. The Macmillan Company, New York, N. Y.

An intermediate reader for fifth-grade use. The selections which are of high literary value and are taken from widely read modern authors, are well suited for the transition from early reading calculated to develop skill, to advanced reading for information and recreation.

Iowa Every-Pupil Tests of Basic Skills

Elementary Battery. By H. F. Spitzer, Ernest Horn, Maude McBroom, H. A. Greene, and E. F. Lindquist. Form L, Elementary Battery Tests for grades three, four, and five. Houghton Mifflin Company, Boston, Mass.

Completely standardized, with norms based on a nationwide sampling of schools.

Iowa Every-Pupil Tests of Basic Skills

Advanced Battery. Tests for grades six, seven, and eight. By H. F. Spitzer, Ernest Horn, Maude McBroom, H. A. Greene, and E. F. Lindquist. Test A, Silent Reading Comprehension, \$1.15; Test B, Work-Study Skills, \$1.15; Test C, Basic Language Skills, \$1.15; Test D, Basic Arithmetic Skills, \$1.15. Houghton Mifflin Company, Boston, Mass.

This comprehensive set of standardized tests offers unusual advantages for accurate testing with a minimum expenditure of time. The diagnostic feature makes it easy to find the causes of failure to achieve reliable standards and to apply remedial measures.

How to Use the Calculator and the Comptometer

By James R. Meehan. Paper, 64 pages. 36 cents. The Gregg Publishing Company, New York.

Twenty-two graded lessons provide material for the simplest to the most complicated types of problems. The techniques are both explained and illustrated.

Fundamentals of Business Training

By Raymond C. Goodfellow. Cloth, 527 pages. \$1.80. The Macmillan Company, New York, N. Y.

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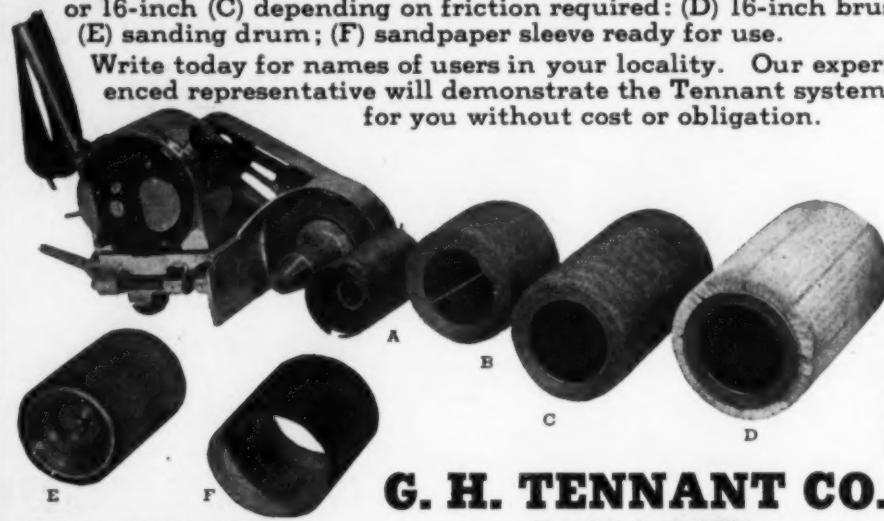
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Here is a new kind of book for the ninth grade. It presents the usual information on office practice, salesmanship, etc., and it goes much further in discussing the life of the businessman outside of his office. And the information and training which will be acquired from a course with this book as a guide will prove valuable to the student who will never see the inside of an office.

Some of the subjects treated are: using the telephone, telegraph, and mails; penmanship and letter writing; filing; budgeting; wise and thrifty buying; insurance; travel; ownership of a business. Lessons in spelling and arithmetic are included in most of the chapters on other subjects.

Essentials in English

By Ellen Smith & Leona McAnulty. Three books, paper, 13 to 198 pages, 80 cents each. The McCormick-Mathers Co., Wichita, Kans.

Here are three combination textbooks and workbooks based on the laboratory plan of teaching English in the high school. The essentials of sentence structure and written and oral composition are presented clearly with exercises, tests, answer cards, and scoring devices which simplify the work of teacher and pupil.

Authors of textbooks on English composition would do well to refrain from compiling lists of books suggested for pupils' reading unless they are certain that each of the suggested titles is absolutely safe reading. A few of the titles listed in these books this reviewer would not care to put into a young people's library; in fact one of them should not be read even by an adult.—E. W. R.

Science for Handicraft Students

By H. Morton. Cloth, 143 pages. E. & F. N. Spon, Ltd., London; The Chemical Publishing Company, Inc., New York, N. Y.

This text, written and produced in England, provides an applied type of general science for students specializing in vocational subjects. It includes rather complete statements of the principles of physics, chemistry, and electricity, with special chapters on mechanics, hydrostatics, and electromagnetism. The experiments throughout are arranged to illustrate typical applications to industrial and trade practices.

A New Geometry for Secondary Schools

By Theodore Herberg and Joseph B. Orleans. Cloth, 396 pages. Price, \$1.36. D. C. Heath & Company, Boston, Mass.

This book departs from the ancient tradition of teaching geometry and substitutes twelve highly unified chapters for the usual five Euclidian books. In addition to the conventional definitions, axioms, postulates, theorems and

the accepted mathematical proofs of theorems, each chapter contains a special section, consisting of applications, exercises, historic notes on the development of geometry, and a series of supplementary tests which are diagnostic in character. Throughout the book, practical applications of industrial and scientific uses of geometrical theorems are provided. An appendix provides additional theorems and problems for rapid students.

PUBLICATIONS

Memorandum on Salary-Schedule Provisions for Special Teachers in 84 City School Systems

Paper, 39 pages. Prepared and published by the Educational Research Division of the National Education Association, Washington, D. C.

A report on a study of salary schedules in 84 city school systems of 100,000 population and over. It includes a brief summary of information on special teachers' salaries reported for 65 cities.

Teacher Tenure in Indiana and the Courts

By Henry Lester Smith and R. Foster Scott. Paper, 81 pages. Price, 50 cents. Bulletin No. 3, May, 1940. Published by the Bureau of Research, of Indiana University, in Bloomington, Ind.

Following the introductory chapter, which seeks to indicate the purpose of tenure laws, the bulletin outlines the legislative enactments relating to teachers, and then goes on to offer interpretations of those enactments and decisions rendered by the courts. Another chapter takes up the constitutionality of indefinite tenure laws. A list of the bulletins on the subject is appended.

A Decade of Court Decisions on Teacher Retirement, 1930-1939

Paper, 30 pages. Price, 25 cents. Bulletin of February, 1940, of the Research Division, National Education Association, Washington, D. C.

A digest of findings and abstracts of teacher-retirement cases, collected and published in one bulletin by the National Education Association.

Analysis of Local Provisions for Teacher Retirement

Bulletin No. 3, May, 1940, of the research division of the National Education Association, Washington, D. C.

This report describes local systems for the retirement of teachers and other employees. Sixty-five systems have been analyzed and outlined to show how teachers are protected by local retirement plans in twenty-nine states and Hawaii, and by state-wide pension plans in four states. One table outlines provisions of state laws in thirteen states granting permission to cities and school districts to establish local retirement systems. In these

thirteen states, thirty-nine local retirement systems have been established.

Problems and Principles in the Scheduling of Teachers' Salaries

Paper, 36 pages. Price, 25 cents. Published by the National Education Association, Washington, D. C.

The report covers the preparation schedule, equal pay for men and women, rating as related to salary payments, evaluation of training, experience, and travel, salary increments, and the teacher's standard of living.

Requirements for the Certification of Teachers and Administrators

For elementary and secondary schools and junior colleges. Compiled by Robert C. Woellner and M. A. Wood. Paper. University of Chicago Press, Chicago.

This is the 1940-41 edition of a useful summary of state teaching certification requirements.

Tenure and Contractual Status of Public-School Teachers and Administrators

Paper, 14 pages. Issued by the Research Division of the National Education Association, Washington, D. C.

A bibliography dealing with legal and judicial issues centering around the legal rights of teachers in their positions. This bulletin does not include statistical studies of teacher turnover.

Comparison of Costs Per Pupil in Average Daily Attendance in Ohio County School Districts, 1938-1939

By T. C. Holy. Paper, 8 pages. Published by the Bureau of Research, Ohio State University, Columbus, Ohio.

Endowment Investments and Income, 1926 to 1939

Paper, 28 pages. Bulletin No. 18, April, 1940, of the American Council on Education, Washington, D. C.

Endowment funds continue to be a major source of income for colleges and universities of the country. This bulletin offers suggestions based upon the most successful investment procedures of 110 institutions.

Examiner's Reading Diagnostic Record for High-School and College Students

By Ruth Strang, Margaret E. Martin, Margaret G. McKim, and Mary Alice Mitchell. Paper, 20 pages. Price, 25 cents. Bureau of Publications, Teachers College, Columbia University, New York, N. Y.

A record and a test of reading ability and skills, and a manual of directions for use. The record includes a summary of the results of standard tests, a summary of previous scholastic achievement, and a medical examination and reports on physical condition. Methods of using the dictionary, use of the index, and ability to locate information are added. The entire material is planned to be used as the basis of a remedial program that recognizes the demonstrated weaknesses and strengths.

ARE YOU LISTENING?

(Concluded from page 40)

"Would you mind, Miss Brown, if we listened to your class in democracy for a few minutes?" asked the superintendent.

"We should like very much to have you listen," replied Miss Brown. "Our discussion just now is very lively."

In twenty minutes as the visitors were taking their leave of the superintendent, one asked, "What would you have done if Miss Brown had refused permission for us to listen to her class?"

The superintendent smiled, "I assure you that sometimes she does. Sometimes the refusal is her idea and sometimes it is the idea of the class. Either way it is all right with me."

As the visitors departed, they realized that they had not only listened in on a class in democracy, but they had seen democracy in action.

Personal News of School Officials

- MR. HOWARD W. NUDD, formerly director of the Public Education Association of New York City, has been appointed as confidential secretary to James G. McDonald, a new member of the board of education. Mr. Nudd in the last twenty years, has developed an intimate knowledge of the city school system. He has had experience as a teacher and school supervisor, and has served on a number of official and semiofficial commissions, studying school finance, administration, and other matters.

- The school board at Brainerd, Minn., has reorganized with the election of E. T. O'BRIEN as president, and MRS. J. A. THABES as vice-president. Other officers of the board are IRA TOMLINSON, treasurer, and LOUIS HOHMAN, secretary.

- MR. R. M. SENSENBRENNER has been elected president of the board of education at Menasha, Wis.

- JAMES MARSHALL, president of the New York City board of education, on May 25, received congratulations from members of the city school system for having received the Butler Silver medal of Columbia University. The citation accompanying the award praises Mr. Marshall for his distinguished attainments in forward-looking and philosophically minded educational administration.

The award is made annually to a graduate of Columbia University, who has, during the preceding year, shown the most competence in philosophy of education.

- MR. FRED HARRISON has been elected president of the school board at Anadarko, Okla.

- MR. M. P. LONG has been re-elected president of the school board at Ponca City, Okla.

- MR. GEORGE HEMPHILL has been re-elected president of the school board at Pawhuska, Okla.

- The board of education at Scottsbluff, Nebr., has reorganized with the re-election of DR. FRANK PLEHN as president; JOHN LEROY, vice-president; and PAUL STUVE, secretary.

- MR. H. E. DAY has been elected president of the school board at North Platte, Nebr. Other officers elected include B. O. CALLENDER, vice-president; and RUSSELL LANGFORD, secretary.

- MR. CLARENCE E. HALEY has been re-elected president of the school board at Hartington, Nebr.

- SUPT. PAUL M. MUNRO, of Columbus, Ga., has been re-elected for the next year.

- SUPT. JOHN JELSCH, of Iron Mountain, Mich., has been re-elected for the next year.

- MR. ROBERT HART has been elected president of the school board at Alexandria, Nebr. Other officials are CHARLES THORNBURG, clerk; W. J. CHASE, treasurer.

- JOHN J. EMRICK has been elected president of the Aledo community high-school board at Aledo, Ill.

- DR. RAY K. DAILY has been elected president of the school board at Houston, Tex.

- DR. CASPER I. NELSON has been elected president of the school board at Fargo, N. Dak.

- The school board at Guthrie, Okla., has reorganized with the election of JOHN W. FURROW as president; JACK TALBOT as vice-president; and HOMER HIRZEL as third vice-president.

- JACOB WEINBERGER has been elected president of the school board at San Diego, Calif. EDWARD L. HARDY was elected vice-president.

- LLOYD CLEMENS has been re-elected president of the school board at McAlester, Okla.



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• HYMAN MELASKY has been elected president of the school board at Taylor, Tex.

• MR. F. WARD DEKLYN has been elected president of the school board at Danbury, Conn.

• MR. JOHN E. FLYNN has been elected as personnel worker in the high school at Somerville, Mass.

• DR. ROBIN J. MAASKE has been inaugurated as president of Eastern Oregon College of Education at LaGrande. Dr. Maaske was formerly professor of school administration at the University of North Carolina.

• MR. LEO B. BAISDEN, assistant superintendent of schools of Sacramento, Calif., has been elected Deputy Superintendent of schools at Stockton. He will be succeeded by MR. GEORGE C. JENSEN, who has been serving as principal of the Sacramento Senior High School.

• SUPT. L. A. PACKARD, of Port Huron, Mich., has been re-elected for a three-year term, with a salary of \$5,000 per year.

• SUPT. W. E. ROSENSTENGEL, of Columbia, Mo., is beginning his ninth year as head of the school system. During the summer he will be an instructor on the faculty of the University of North Carolina.

• MAURICE N. O'BANNON, of Frankfort, Ind., has been elected superintendent of schools at Bonville.

• SUPT. CHARLES M. JOHNSON, of Banton, Ill., has been re-elected for another year.

• MR. D. V. SINGER, formerly coach of the high school at Sharpsville, Ind., has been elected superintendent of schools.

• ROY CHAMBERLAIN, of Palo, Mich., has been elected superintendent of schools at Six Lakes.

• MR. ROLLAND H. LUNDAHL, of North Aurora, Ill., has been elected superintendent of schools at Zion, to succeed Edgar T. Stephens.

• SUPT. O. P. LOPER, of Beaman, Iowa, has been re-elected for a two-year term.

• MR. J. H. MURPHY has been elected superintendent of schools at Rice Lake, Wis.

• HOMER FRANKLIN has been elected superintendent of schools at Stinnett, Tex.

• SUPT. HENRY EARL SMITH, of Sheboygan, Wis., has been re-elected, with an increase in salary.

• BARNIE CATON has been elected superintendent of schools at Roy, N. Mex.

• SUPT. F. W. JAKEMAN, of Toledo, Iowa, has been re-elected for the next year.

• MR. J. M. GRAY has been re-elected president of the school board at Jasper, Ala.

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ST. LOUIS NEW YORK

FUNDAMENTAL PRINCIPLES OF INDIVIDUALIZED IN-SERVICE EDUCATION FOR TEACHERS

(Concluded from page 36)

thorough study of the teacher that there can be no doubt concerning both the ability and possibilities of the teacher.

24. A desirable program of in-service education should utilize influential groups who advocate and support constructive educational activities.

It is at this point that an in-service education program definitely integrates the educational program with the active forces in the community. Teachers must be helped to recognize and also learn to cooperate with various agencies in the community that are primarily interested in constructive educational activities.

In this connection an organization may wish to inaugurate a hot-lunch service; some may wish to furnish desirable equipment for the school; and other groups may want to promote citizenship contests of various natures. This can all be done by helping the teacher take a constructive attitude toward them and learning how to utilize them in a well-planned educational program.

25. Effective in-service education of teachers should be organized so that the teacher is encouraged to undertake educational research as it pertains to his problem.

Far up the scale in the development of a teacher is the desire and the ability to undertake research. Of course, the classroom is not a laboratory, but when a teacher approaches his work with the idea of determining which is best, then he is indeed a growing teacher and one whose ability as a teacher will be determined by his ability to find the truth through his own personal efforts.

These twenty-five principles for in-service education of teachers will furnish the basis for a program which a supervisor may wish to set up. If these principles are recognized and practiced in all that the supervisor does throughout the

year, he will be doing that which will result in the maximum growth and development of the teacher and the pupils. It is a matter of gradually analyzing what one is doing in terms of these fundamental principles and making adjustments in accordance with them.

At the best, it will take time and critical study on the part of the supervisor and the teacher in order to have a well-integrated and well-rounded-out program of in-service education. The important thing is to begin it now.

It will also be logically deduced from a critical study of the principles that the superintendent, who must assume the responsibilities of supervision, must be trained for a broad field of activity. To be efficient in this broad field of endeavor, he should have a training in the technical aspects of school administration, a thorough understanding of education and its place in the social order, and skilled training in the art of leadership and in the fundamental principles of applied psychology.

TEACHERS AND ADMINISTRATION

♦ Akron, Ohio. The school board has considered lowering of the retirement age for teachers from 70 to 67 years.

♦ Canton, Ohio. Thirteen fewer teachers will be employed during the school year 1940, due to a decrease of 400 in the enrollment. The board has proposed the closing of one school building in view of the drop in enrollment. The board has substituted a rule calling for an examination of teachers to determine their fitness upon reaching the age of 65.

♦ Lawrence, Kans. The school board has adopted a change in the sick-leave rule for teachers under which the unused part of the sick leave will be allowed to accumulate up to a maximum of four years or twenty days. Formerly, a teacher was given five days' sick leave but it remained at five days the next year, and no disposition was made of unused days.

♦ Dover, N. H. The school board has refused to give automatic salary increases this year because of economic conditions in the community

and the amount of unemployment prevalent.

♦ Springfield, Ill. A majority of the teachers in the schools will be given three-year contracts, under the new tenure law of the state. Those who have worked in the local schools less than two years will be given one-year contracts.

♦ Provincetown, Mass. Under a new rule of the school board, no teacher or school employee will be appointed in the schools until he or she has presented a health certificate. Any teacher or school employee with tuberculosis or any other contagious disease will not be permitted to teach or continue in employment.

♦ Newark, Ohio. The school board has voted to rescind a clause in teachers' contracts calling for retirement.

♦ Teachers of St. Paul, Minn., have carried their fight for wages they claim are due them for 1934 and 1937 to the United States Supreme Court. The Minnesota State Supreme Court certified records of the case to the high court, which will decide whether the teachers' claims that their contract with the city was impaired entitled them to a hearing.

The case was brought in the name of Mary C. Doyle, a teacher, who claims the city owes her \$10.57 for one day when schools were closed in 1934, and \$188 for the month of December, 1937, when the schools remained open after the salary budget was exhausted. The District Court of Ramsey, in the original litigation, ruled that Miss Doyle is not entitled to the \$10.57, because the city council had a right to close the schools to keep within the teachers' salary budget. However, it ruled in her favor on the \$188 claim, on the grounds the city got service for its money.

Miss Boyle appealed from the first ruling and the city from the second. The State Supreme Court ruled against the teacher on both counts.

♦ Okmulgee, Okla. The school board has found it possible to reduce the school teaching staff by four elementary and one high-school teacher, without impairing the efficiency of the school system. The action was taken because of a decrease of 200 in the enrollment since the 1938-39 school term.

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TRADE SCHOOLS WILL TRAIN FOR NATIONAL DEFENSE

Mr. Paul V. McNutt, Federal Security Administrator, has announced that vocational schools and engineering colleges of the country stand ready to serve the nation in providing training needed by workers to carry forward the national defense program.

Trade schools alone, according to Commissioner of Education, John W. Studebaker, are already training more than 500,000 workers for trades or occupations essential to national defense, and they are capable of expanding their program to train more than 1,250,000 workers for such occupations in less than a year's time. Engineering colleges enrolling more than 100,000 students can offer training through intensive short courses to 30,000 other students.

It is believed the regular vocational training courses, now being offered to more than 2,000,000 persons, in established schools in every state, will be continued without interruption. Of this number, about 500,000 are being regularly trained as aircraft mechanics, machinists, auto mechanics, sheet-metal workers, welders, cabinetmakers, patternmakers, electricians, blacksmiths, and other mechanical trades.

EXTRACURRICULAR SERVICES OF TEACHERS IN MINNEAPOLIS

The board of education of Minneapolis, Minn., has adopted new regulations governing the extracurricular services of teachers. The regulations read:

1. The standard teaching load shall include work now known as extracurricular to the extent of 20 hours a month or its equivalent, and no teacher will be paid for special service unless such special service is beyond and in addition to the standard load.

2. All arrangements made for any school year are null and void for the following year. Each year arrangements must be remade. This means that pay for additional service is only temporary and must be specifically arranged for each year.

3. The extra service pay roll must be returned to the board at the close of each semester and must carry the signature of the principal and that of the assistant superintendent of schools in charge of personnel. The principal desiring to pay for service must obtain the approval of the assistant superintendent in charge of personnel. Such pay rolls must be paid out of the board's funds in the regular way. The general fund for payment of teachers' salaries will be reimbursed from whatever funds are designated for the pay roll.

4. The list of services and payments to be used as a guide in presenting extra service pay rolls must be prepared by the principals' committee and submitted before January 1, 1941.

PERSONAL NEWS

• Supt. W. M. Bonner, of Moncks Corner, S. C., has been re-elected for his fourteenth term.

• At its convocation on June 10, Emory University, Georgia, conferred upon Dr. Willis A. Sutton the honorary degree of Doctor of Laws. President Harvey W. Cox, in conferring the degree, delivered the following salutation:

"Willis Anderson Sutton, Bachelor of Philosophy, Emory College; Bachelor of Laws, Emory College; Doctor of Pedagogy, Oglethorpe University; public school administrator; lecturer on educational and moral questions; lover of youth; for your leadership in promoting the welfare of youth throughout our land; for your noted accomplishment in arousing a health consciousness on the part of parents and children of our American public schools; for your national and international recognition in the educational world."

"Upon the recommendation of the Emory University Council and by the authority vested in me by the board of trustees of Emory University; acting under the statutes of the commonwealth of Georgia, I confer upon you the honorary degree of Doctor of Laws."

• Supt. L. W. Feik, of Sioux City, Iowa, has been re-elected for a three-year term. Mr. Feik has been superintendent at Sioux City since 1931.

• E. D. Maurice, of Stark County, Ohio, has been elected superintendent of the city schools of Ashtabula.

• Supt. C. N. Denby, of Washta, Iowa, has been re-elected for the next year.

• Lloyd W. Moulton, 35, superintendent of schools in Old Lyme, Conn., for the past four years, has been elected to the superintendency of the Bloomfield, Conn.,

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school system, a position made vacant by the death of Dr. Ernest W. Butterfield.

• WILLIAM JEFFERS, of Vermontville, Mich., has been elected superintendent of schools at Hubbardston.

• SUPT. A. J. STROUD, of Stockbridge, Mich., has been re-elected for another year.

• DWIGHT D. MILLER has been elected superintendent of schools at Watertown, S. Dak. He succeeds Harold Mackenzie.

• HERBERT E. WRINKLE, of Bartelsville, Okla., has accepted the superintendency at Oklahoma City.

• SUPT. J. A. OPPY, of Reynoldsburg, Ohio, has been re-elected for his twelfth year.

• I. C. HENRY, of Madisonville, Ky., has been elected superintendent of schools at Mayfield.

• Superintendent A. B. BARBER, of Fayette, Mo., has been granted a year's leave of absence so that he may accept a scholarship in the Harvard University Graduate School of Education. MR. J. T. BUSH, for twenty-five years superintendent of schools at Fulton, Mo., will be acting superintendent.

• MR. DONALD A. LENT has been elected superintendent of schools at Maynard, Mass.

• MR. LEON SMAAGE, of Park Ridge, Ill., has been elected superintendent of the Gross grammar school at Brookfield, Ill.

• HAROLD M. LOHRBECK, 35, has been elected superintendent of the East Moline, Ill., grade school system, to succeed Dan B. Hoffman, resigned.

• MR. VIRGIL H. BARKER, of New York City, has been elected superintendent of schools at Stratford, Conn. He succeeds E. Ward Ireland, who has resigned after fourteen years' service.

• MR. MERLE GLASGOW, formerly principal of the junior high school at Bartlesville, Okla., has been elected superintendent of schools, to succeed Herbert E. Wrinkle, who has accepted the superintendency at Oklahoma City.

DR. COLE HEADS NEW YORK STATE SCHOOLS

Dr. Ernest E. Cole, Deputy Commissioner of Education for New York State, on June 21, was appointed State Commissioner of Education, to succeed Dr. Frank P. Graves who retired on June 30. Dr. Cole, who is 69, is a graduate of the Cornell Law School, in the class of 1895, and has served as a teacher, principal, and member of the state assembly. He has sponsored several laws affecting the educational system, has served as counsel to the state department of education, and since 1928 has filled the office of deputy and assistant commissioner of education.

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COOPERATION VS. COMPETITION IN SCHOOL FINANCE

(Concluded from page 21)

teaching is poorly done, and that in some respects the whole process of education is a "racket." If educators know better, they still have a rather large minority of the population to convince. Our problem is rendered more difficult by the fact that in each generation the taxpayer has fewer children to educate and, as a result, somewhat less interest in the maintenance of extended school opportunities.

We Americans are becoming propaganda conscious as we never were before. If in our plans to circulate school publicity we exaggerate or otherwise misrepresent facts, even with the best intentions, we are likely to find public support for schools on the wane. School publicity must be genuine and modest, yet frank and honest, to be effective. It should not imitate the tooth-paste advertisements or radio "commercial" claims.

Cooperation in school finance is only one aspect of a larger problem that roots deeply into American life, but the villain which will bear watching is "competition."

FACTORS IN FORMULATING SALARY SCHEDULES

(Concluded from page 34)

wiser distribution of salary funds now available, and to achieve this result, a satisfactory local schedule is often a great help.

It is the opinion of the writer that one basic aspect of the whole salary problem is to so improve the quality of teaching and the service rendered the youth of the community that the public will agree that salaries of teachers should be placed on a professional basis.

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3. "Some Current Issues in the Scheduling of Teachers' Salaries," Willard S. Elsbree, *Teachers College Record*, November, 1937.
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IS THERE A SUBSTITUTE FOR TEACHERS' GRADES?

(Concluded from page 26)

vastly superior to a mere avoidance of failure.

If we are unable to abolish teacher's grades because we have found no substitute capable of satisfying our grade-conscious youth, if quality of performance must be indicated in some symbolic manner, then instead of doing away with one set of symbols only to adopt another, let us set about making of the grading itself an educational procedure. We can only do this by permitting the student to participate in the process at every possible step. When he is unable to judge his own performance, then we should regard this as a significant bit of evidence of his failure

to show growth in the work. If accurate estimating of his own work requires that he inspect work better than his own and other specimens poorer than his, what better setup could be asked for promoting his sense of values in the work.

Psychological studies have proven that an individual of high achievement in a given field will tend to be very severe on himself and on others in judging performance in this area. Conversely, one of low standing will tend to be very liberal in judging his own as well as the achievement of others in that line. But this, instead of being an argument against the student participating in judging his own performance, merely gives one more lead for the teacher in estimating growth and establishes what may be readily turned into a teaching situation. The old dictum that it is the teacher's business to gradually render his services unnecessary, nowhere applies more forcefully than in the evaluation of achievement, because this assures that the student's values are being established, that his reach is greater than his grasp. This sets the stage for the individual to work in pursuit of his own developing standards instead of engaging in passive performance aimed only at releasing a generous grading impulse in the teacher.

TESTING TEACHERS AND PUPILS FOR TUBERCULOSIS

(Concluded from page 50)

explain to the parents that there was no danger in the test since early diagnosis often enables relatively easy cures to be effected. This form also contained a card of consent which the parents were requested to sign and return. In this way the information relative to the family physician to whom the report of the results of the tests was sent was secured, in addition to the necessary written parental consent.

The test showed 93 positive reactors out of 299 pupils tested. The pupils who reacted positively were X-rayed but only five showed any evidence of the childhood type of tuberculosis and none of these was an active case. These five children, however, have been kept under supervision to prevent any development that would be detrimental to their health. It might be noted that of the 93 positive reactors, eight were teachers, exactly half of those who voluntarily submitted to the test at the time.

When the results of the X-rays were available, a copy of each finding together with an interpretation, was sent to the respective family physician so that he might explain the meaning to the parents. With this follow-up and the constant surveillance of the school health department, which has achieved a marked step forward in public health, a greater consciousness of the necessity for care of health was stimulated both in the school and in the community.

NEWS OF OFFICIALS

- Mr. C. F. VICKREY has been elected president of the school board at Frederick, Okla.
- Mr. JAMES K. PHELPS has been re-elected president of the school board at Manitou Springs, Colo.
- RALPH FREEMAN has been re-elected president of the school board at Flint, Mich.
- DR. R. T. LAYMAN, a member of the school board of Elizabethtown, Ky., for nine years, died at his home on May 21.



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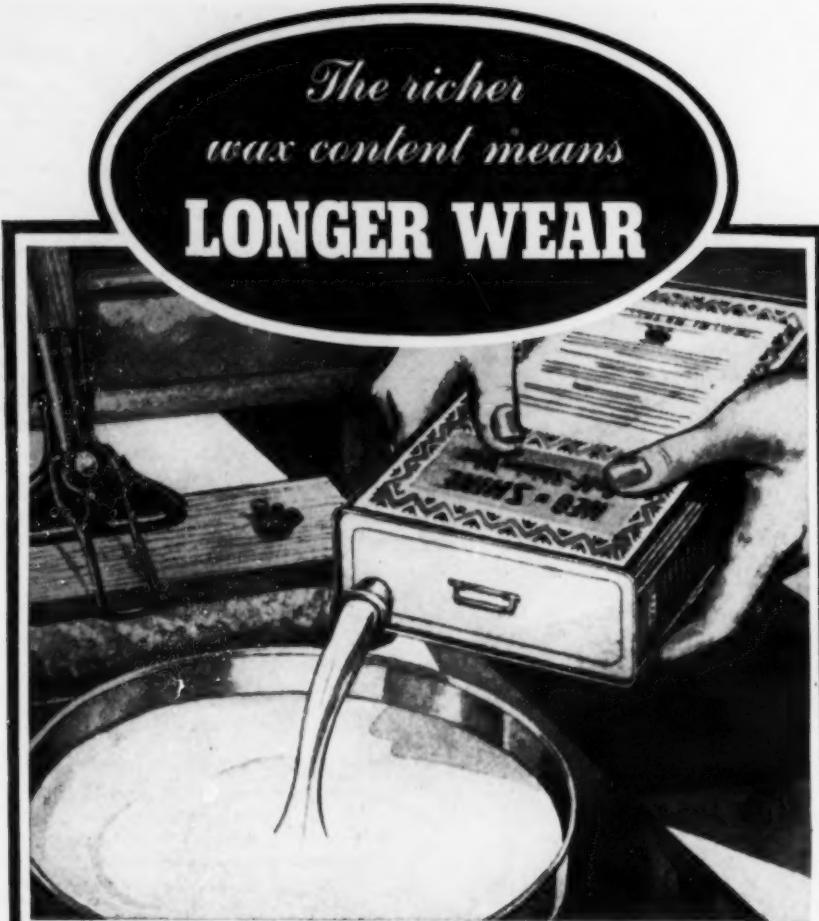


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AN EXPERIMENT WITH SLOW-LEARNING, BEGINNING CHILDREN

(Continued from page 18)

Results of the Experiment

All parents of these children were contacted by home calls or telephone calls, and were given a full explanation of what was being attempted. In practically all cases consent was given and little difficulty was encountered. No special teachers were employed; the regular teacher took a group along with one or two regular first-grade groups. At report-card time, a special report, rather than the standard form was used, which served to explain the plan more fully and also render a report of the child's progress to the parent.

Our records indicate that at the close of that year 51, or 11.4 per cent, of the children who

were regular first graders failed. This was 5.3 per cent less than the preceding year when, of course, there were no preprimary groups. The 57 preprimary children were not termed failures. It is interesting to note that 27 of the 51 failures had reading readiness scores below 60. Some of the remaining 24 had scores above 60 but had been failures the previous year and now had failed again. As already indicated, a score of 60 or better could in no way safely predict their success. Some of the others in the group of 24 were retained because absence had kept them from having time to master the first-grade fundamentals.

Now, after two years have elapsed since these children finished their first-year's work, we have attempted to analyze the comparative success, scholastically, of both the preprimary group of 57 and the failing group of 51. Six of these children have been transferred to other districts, leaving a total of 102. Twenty-two of the 102 were still in the first grade this past year, and the remainder, of course, were in the

second grade. Fifteen of the 22 spent two years in the first grade, 7 being there three years. In studying their attainment this past year, which included all subjects and not reading alone, we find that 52 of the original preprimary group of 56 had an average of approximately 1.8 points, where D equals 1 and C equals 2, whereas the average of 50 of the original 51 in the failing group who were expected to be able to do regular first-grade work in 1936-1937 was 1.2 points. This was a distinct gain for the preprimary group.

Unfortunately we have no statistics at hand to compare the mental ages of the children in the one group in contrast with the children in the other, which would be necessary if one were to have positive proof that the preprimary training alone was responsible for this gain. We do know that the failing group of 50 had an average chronological age of four months more than the preprimary group, due, I think, largely to the number of repeaters that were in the failing group. In the second grade this year which, of course, includes most of the preprimary group of 1936-1937, the enrollment was 490. Only 33 of this number failed. Fifteen others were given special promotion in conformity with a plan adopted a number of years ago which provides for promotion largely on the basis of age rather than accomplishment. The percentage of failure was reduced from 10.5 per cent the preceding year to 7.2 per cent, which is probably still higher than it should be.

The relative value of this experiment cannot be measured alone in terms of the reduction in the number of failures and in the success of the preprimary group. Second-grade teachers at buildings where the preprimary program is in effect state most emphatically that the achievement of the whole group is noticeably higher than before, due, I think, largely to a better attitude in the first grade which results in more growth in the second. The situation has probably not changed materially at buildings having no preprimary groups except that teachers have caught the spirit, or rather the idea, of taking children at whatever level they are and proceeding to offer further instruction at that particular level rather than following the old plan of administering a program at the regular grade level because the children were promoted to that grade. Consequently, whatever reduction in failure that has been accomplished has come largely from the center involved in this experiment.

Not a Panacea

This reading readiness program was continued in 1937-1938 and also again in 1938-1939, with 68 children in preprimary groups in 1937-1938 and 84 in 1938-1939. Three additional buildings were included last year with a small number at each.

This procedure does not solve all the problems. Many of the children in the preprimary groups are so low mentally and so much retarded socially that one year is insufficient time to develop them for first-grade work. Circumstances are such, under the present organization, that detaining them longer seems impractical. Some of these children do not reach a mental age of six, which is necessary to master beginning reading, before they are chronologically eight or nine, or even ten. Ways and means may be found eventually whereby a lengthened preliminary program can be instituted.

Some of the children, after one year of preprimary training, do succeed in getting a part of the work prescribed for the normal first-grade child. They are then promoted, and the second-grade teachers are prepared to accept them and start them at the point they reached the preceding year. They may thus spend a good portion of the third year in school in the second grade, actually doing first-grade work. In some instances they can pass into the third grade under the same plan, or they may remain in the second grade for another year, starting just where they left off the preceding year. This is the best that can be done so long as we have an

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annual promotion plan in effect. Schemes of this sort must be devised, with the word *failure* and all its accompanying evils practically disappearing.

From what has already been said the following important conclusions can be deduced:

1. Sufficient evidence has been obtained, after three year's trial, to show that a standardized reading-readiness test can be used with beginning children to safely predict their probable success in reading.

2. By planning definitely for those children who are not yet ready to read, a foundation can be laid in a so-called preprimary program which will enable a good many of them to safely cope with the reading process the following year, or within two years if provision can be made to care for them for that long a period. Those who are greatly retarded, of course, will always be a problem.

3. Eliminating those children who the tests indicate are not ready to begin reading permits the teachers to concentrate more on those who are ready, thus insuring better mastery of that fundamental tool which we call reading, and relieving them of the strain and worry that they have undergone in the past in trying to teach reading to those that are not ready.

4. There is evidence to show that a fair degree of success with a preprimary program gives added impetus to success later on. The preprimary training makes the reading process easier for the child when he is placed in the first-grade group later.

5. Failure will be greatly reduced in grades two and three, and the general level of achievement will be higher. Even though enough time has not yet elapsed one can safely predict that reading in the middle grades will be greatly improved, and thus failure in many subjects there and even later in the high school will be materially lessened.

Additional data will be available later, when the preprimary groups of 1937-1938 and 1938-1939 will have completed the primary grades, to amplify the conclusions already reached.

NEWS OF OFFICIALS

• MR. J. M. GRAY has been re-elected as president of the school board at Jasper, Ala. P. A. LANTRIP was re-elected vice-president.

• The Grand Jury which has been investigating the conduct of RUSSELL W. HIBBERT, director of supplies of the St. Louis, Mo., board of education, on May 31 brought in a report completely exonerating Mr. Hibbert of irregular or improper relations with representatives of book companies. The jury reported that three items in Hibbert's personal bank account, which was examined by auditors, disclosed that the account "does not contain or conceal any item of deposit, by cash or check, arising out of, or the proceeds of, any misconduct or impropriety on Mr. Hibbert's part as director of books, supplies, and equipment, or in any connection with the public school system."

• MR. F. A. LAPE has been re-elected a member of the board of education at Alliance, Neb.

• MR. E. C. BUCKNER, president of the Fayette board of education, Fayette, Mo., has resigned to do a year of graduate study at Iowa State University. Mr. Buckner has been president of the Fayette board of education for the past four years. He is professor of chemistry in Central College, Fayette, Mo.

• MR. R. E. CHAPMAN, who has served on the board of education at Granite City, Ill., for five years, has been elected to serve three years as president. MR. PAUL KLEINDUNST has been elected a member of the school board and Superintendent A. M. WILSON has been elected superintendent of the Union District Schools.

• MR. H. C. NEVINS has been re-elected president of the school board at Lamar, Colo.

• PAUL F. GOOD has been elected president of the board of education at Lincoln, Neb., A. A. DONSON was elected vice-president, to succeed Mr. Good.

• The school board at Okmulgee, Okla., has reorganized with the election of FRANK BRAUNLICH as president; A. N. BOATMAN as vice-president; and ELDON HUTCHINSON as secretary.

• JOHN T. KENDRICK has been re-elected president of the school board at Ashland, Wis.

• SUPERINTENDENT CHARLES PRIEST, of Carson City, Nev., has been re-elected for a four-year term. Superintendent Priest, who is completing fourteen years of service as city superintendent, was formerly Deputy Superintendent of Public Instruction. He is at present president of the Nevada State Education Association.



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After The Meeting

SUMMER RECIPE FOR TEACHERS

Mr. George W. Wright, supervising principal of schools at Glassboro, N. J., provides the following "summer recipe" which he has sent to his teachers as the final bulletin of the school year:

*Cut leisure times into large quantities.
Pare off all evidence of schoolteacherishness.
Slice in golf.
Simmer in warm sun to a delightful degree.
(Brown well.)
Pour in gently the blended bridge and theater.
Season with seashore and swimming.
Add a dash of fun and frolic.
Whip in horseback riding.
Sprinkle with travel.
Garnish with going.
Serve in huge portions as often as necessary.
The charm of this recipe is easy digestibility.
Plan it well and you will be delighted.*

Ask Any Teacher

A fond farewell, my little lads!
Your promotion fills me with joy;
Compared to you, a "dead-end kid"
Is a Little Lord Fauntleroy.

Ultimate of Enthusiasm

Said the college lecturer, with some heat, being angry at the lack of enthusiasm among his class: "A man must throw himself into his work." "Even if he's digging a well, sir?" asked a student.—Teachers World.

After You, Sir

The professor of chemistry was giving a lesson on the powers of different explosives.

"This," he explained, "is one of the most dangerous explosives of them all. If I am in the slightest degree wrong in my experiment, we are likely to be blown through the roof. Kindly come a little closer, so that you may follow me better." — Kentish Mercury.

Ask Mother!

Teacher: Nomads are people who go restlessly from one place to another and never settle."

Pupil: "Please, teacher, our servant girls must be nomads. They never stay." — Exchange.

Conscientious

A troop of Boy Scouts was encamped on the creek bank at the bottom of Blogg's farm. The scoutmaster announced that they would have stew for dinner, and he told one of the boys to ask Blogg for a turnip.

"Do you want a fairly big one?" asked the boy.

"About the size of your head," said the scoutmaster.

Fifteen minutes later Blogg raced into the camp.

"One of your boys has gone mad," he yelled at the scoutmaster. "He's pulling up all my turnips and trying his hat on them." — Exchange.



Not His Fault

Professor: "Why are you late this morning, Mr. Jones?"

Student: "Well, the class started before I got here." — Atlanta Constitution.

School Buyers' News

All-Steel-Equip Enlarges Plant

Construction work has started on a 40,000-square foot addition to the main plant of the All-Steel-Equip Company, at Aurora, Ill. The new building provides windowless offices, with air conditioning and sound insulation, and larger shipping facilities.

The addition was made necessary because of the growth of the firm's business during the past twenty-nine years. The firm's principal school products are the widely used A-S-E lockers, bookcases, and storage cabinets.

Issue New Booklet on Lighting

The F. W. Wakefield Brass Company, 700 American Park, Vermillion, Ohio, has issued a new booklet entitled, "Recommendations for Classroom Lighting," which contains specific provisions for good natural and artificial lighting in classrooms of public schools.

The booklet contains illustrations of typical lighting installations in city school buildings, using the Commodore luminaire lighting unit, manufactured by the Wakefield Company. This unit has strength, lightness, and decorativeness, and is easily installed and cleaned. The reflector weighs only 18 ounces, as compared with 15 pounds for a similar piece of glass equipment. The Commodore luminaire lighting unit can also be installed in older buildings where its practical advantages are quickly noted.

Complete information can be obtained upon request.

Chicago Venetian Blinds Installed in Oakdale School, Oakdale, Calif.

Saving the eyesight of young America has been a paramount problem with educational authorities for years. Eighty per cent of all the glasses worn in America were donned first by their wearers, while they were between six and sixteen years of age. This has been due, in great measure, to the improper daylighting of schools.

The Chicago Venetian Blind Company, Chicago, Ill., has produced a type of aluminum venetian blind which gives pupils the advantages of better lighting. These "Alumilite" slat venetian blinds, constructed with anodized aluminum slats, have demonstrated their potential efficiency for better indirect lighting. The anodized aluminum surface prevents ingraining of dirt and dust, and the curved shape of the slat provides more light deflection than does the ordinary flat slat. The blind may be closed to any degree necessary to shut out direct sun glare, while the refracted light provides the additional soft-glow light necessary to overcome any gloom areas in the room.

The Chicago "alumilite" venetian blinds have been installed in the Oakdale Union School, Oakdale, Calif., published in the June issue of the SCHOOL BOARD JOURNAL.



*The New Chicago Venetian Blind
is being effectively installed in school buildings where maximum
light with minimum glare is so necessary.*

Death of Mr. Kelsey

Mr. Robert P. Kelsey, of St. Paul, Minn., died May 16, after a short illness.

Mr. Kelsey, who was widely known in the textbook and school-supply trades, was at the time of his death, vice-president and treasurer of the St. Paul Book & Stationery Company. He entered the employ of the firm in 1895 as a clerk and salesman, and held various posts in the sales department.

Mr. Kelsey was born at LeRoy, Genesee County, New York State, 65 years ago, and came to St. Paul as a boy. He was active in civic and trade association affairs and contributed much to the stabilization of the school-supply trade.

Death of Mr. Goldberg

Mr. Harry M. Goldberg, vice-president of John J. Nesbitt, Inc., died suddenly on May 15 at East Orange, N. J.



Harry M. Goldberg

Mr. Goldberg, who was 41 years old at the time of his death, was a graduate in engineering of Penn State College and attended the Carnegie School of Technology for a post-graduate course. In 1922, he joined the Nesbitt organization and in 1931 was elected vice-president of the company. He was widely known in the school field and was recognized as an authority on the engineering problems of ventilating public buildings.

New Room Humid-U-Stat

The Minneapolis-Honeywell Régulator Company, Minneapolis, Minn., has announced a new-type HO900 Room Humid-U-Stat, a one-pipe hair-element humidity controller designed for wall mounting.

The element employed has been proved by tests to be most sensitive to changes in relative humidity. The Humid-U-Stat is equipped with a temperature compensator, which maintains calibration so that it will control at the selected relative humidity, even though the temperature changes.

Complete information may be obtained by any school official by writing to the Minneapolis-Honeywell Company at 2950 Fourth Ave. So.

Offer Health Films

Bell & Howell Company, 1801 Larchmont Ave., Chicago, Ill., have recently offered a new health film series, prepared under the direction of Dr. David Bennett Hill, of Salem, Ore.

The films are both of silent and sound types, 16 and 18 mm. width. One of the important films is entitled "The Child Grows Up." This illustrates the development of the normal child from the first birthday to school days. The second film entitled, "Life of a Healthy Child" illustrates the life of the child of school age.

Wyandotte Keego Solution-Strength Indicator

The J. B. Ford Sales Company, Wyandotte, Mich., has announced its new Keego Solution-Strength Indicator, an electrically controlled device for instantly and accurately determining and controlling the strength of dishwashing solutions.



*The Cleansing Strength
of dishwater can be seen instantly on the
Wyandotte Keego indicator and control.*

This Keego indicator, which is a part of the dishwashing service of the Ford Company, has many advantages. It insures that the dishes are washed in a solution of proper strength; it maintains dishwashing solutions at the correct operating strength; stained and discolored dishes are materially reduced or eliminated entirely; the use of excessive rinse water and waste of hot water are controlled.

The instrument may be set at any convenient place and plugged into any ordinary 110-volt, 60-cycle a.c. electric outlet. Complete information is available by any school official upon request.

New Excello Stenciling Set

The American Crayon Company, Sandusky, Ohio, has announced a new No. 913 "Excello" stenciling set, developed by Prof. Emmy Sveybruck.

The set contains twelve sticks of brilliant chalk crayons, a supply of E-Z cut stencil paper, a brush, a felt stubbi-stamp, cutting knife, and



Excello Stencil Set

wiping cloth. The packet contains all of the accessories which the user needs for the stenciling work, as well as the "dry chalk painting."

The box is of sturdy wood, lacquered, with hinge lid, and secure clasp. Complete information is available upon request.

Announce New Master Program Clock

The International Business Machines Corporation, New York City, has announced an improved master program clock, a self-contained unit, to be used in connection with its program-signaling system.

The new clock is equipped for self-regulating of secondary units, in which is incorporated a master relay for the operation of one circuit. It has a time rating of plus or minus fifteen seconds per month, when installed in a location free from vibration, and operates on commercial current of either 110 or 220 volts, 60 cycles.

The movement is mounted in a substantial, surface-type wooden case, with a 10-in. enamel dial, black arabic numerals, and black spade hands. The master relay operates one circuit of 24-volt direct current secondary units, and is capable of operating a program machine, with pushbuttons and switches, for controlling four circuits of 24 volts, 60 cycle alternate current signaling devices.

Complete information is available upon request.

New Lounge for School Rest Rooms

The Royal Metal Mfg. Company, 175 North Michigan Blvd., Chicago, Ill., has announced a new chaise lounge (or couch) for use in school rest rooms and lounges, as well as for sunrooms.

The Royal couch has a frame of Royal-chrome plate. One arm is shorter than the other to make



Royal Metal Lounge for Schools

it easy for a person to get on or off the couch, and the headrest is so shaped that a mere change in position enables a person to support his head in lying down, or his back in sitting up. The covering is a guaranteed leatherette, offered in a variety of colors.

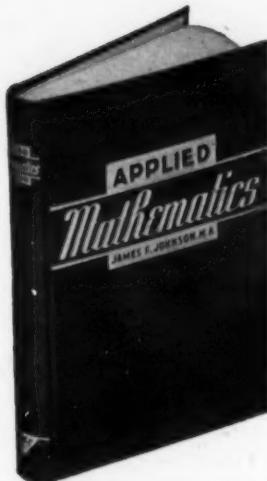
Complete information is available upon request.

ADVERTISERS' INDEX

Acme Chair Company.....	12	Pittsburgh Corning Corp.....	9
Albert Teachers Agency.....	78	Premier Engraving Company.....	12
American Crayon Company.....	69	Professional Directory	8
American Gas Association.....	16	Royal Metal Mfg. Company.....	69
American Seating Company.....	4th cover	Rundle-Spence Mfg. Co.....	69
Archer Mfg. Company, Inc.....	65	Schermerhorn Teachers' Agency.....	78
Arlington Seating Co.....	66	Sengbusch Self-Closing Inkstand Co.....	78
Armstrong Cork Products.....	64 & 68	Sheldon & Company, E. H.....	73
Barber-Colman	77	Sloan Valve Company.....	3rd cover
Bell and Howell.....	81	Solar-Sturges Mfg. Co.....	70
Bendix-Westinghouse Automotive Air Brake Co.....	4	Sonneborn Sons, Inc., L.....	10
Bradley Washfountain Co.....	75	Squires Inkwell Company.....	74
Brown Company	2	Stewart Iron Works Co., The.....	6
Bruce Publishing Company, The.....	84	Sturtevant Company, B. F.....	5
Burroughs Adding Machine Co.....	59	Taylor Company, Halsey W.....	67
Chicago Hardware Foundry Co., The.....	71	Tennant Company, G. H.....	72
Christiansen Co., The.....	78	Universal Bleacher Company.....	66
Clarin Manufacturing Co.....	74	Universal Scenic Studios, Inc.....	78
Colgate-Palmolive-Peet Co.....	7	Vallen, Inc.....	73
Continental Car-Na-Var Corp.....	79	Vestal Chemical Company.....	76
Detroit Steel Products Co.....	62	Victor Animatograph Corp.....	65
Draper Shade Company, Luther O.....	10	Vogel Company, Joseph A.....	73
Dudfield Mfg. Company.....	78	Whiting Corporation	4
Dunham & Company, C. A.....	11	Wood Conversion Company.....	6
Du Pont de Nemours & Co., Inc., E. I.....	12	Yale & Towne Mfg.....	6

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